

DOCUMENT RESUME

ED 057 789

JC 720 025

AUTHOR Burnett, Collins W., Ed.
 TITLE The Two-Year Institution in American Higher Education.
 INSTITUTION Kentucky Univ., Lexington. Coll. of Education.
 PUB DATE Dec 71
 NOTE 78p.
 AVAILABLE FROM College of Education, University of Kentucky, Lexington, Kentucky 40506 (\$1.00)
 JOURNAL CIT Bureau of School Service Bulletin; v44 n2 December 1971

EDRS PRICE MF-\$0.65 HC-\$3.29
 DESCRIPTORS Administrative Problems; Administrator Role; *Articulation (Program); *Junior Colleges; *Organization; *Organizational Change; *Teacher Morale
 IDENTIFIERS Kentucky

ABSTRACT

Although the articles in this issue of the Bulletin focus on Kentucky, they have implications for public and private 2-year institutions nationwide. Seven articles are presented dealing with current problems in the community college segment of higher education. The topics covered in these articles are: (1) the underlying desire of many 2-year college teachers to change their institution into a 4-year college; (2) the rigid organizational, temporal, and spatial structure of American college campuses and educational process; (3) the need for better articulation from high school to junior college to senior college; (4) the state of the community college system (1964-1970); (5) the present status of faculty morale in a community college system; (6) the role of the academic deanship in the private junior college; and (7) the contemporary problems facing private junior and community colleges and some suggested solutions. (AL)

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THE TWO-YEAR INSTITUTION IN AMERICAN HIGHER EDUCATION

Guest Editor
Collins W. Burnett

JC 720 025

UNIVERSITY OF CALIF.
LOS ANGELES

FEB 2 1972

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

Volume XLIV

December 1971

Number 2

College of Education, University of Kentucky, Lexington
BUREAU OF SCHOOL SERVICE BULLETIN

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Second-class postage paid at Lexington,
Kentucky 40506. Published quarterly by the
University of Kentucky, Lexington, Kentucky.
Price \$1 postpaid.

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FOREWORD

The 1960's have brought to higher education in Kentucky one of the most thrilling, dynamic developments in the form of the Comprehensive Community College.

Community college education has been developing throughout the nation for several decades. The University of Kentucky initiated a Branch Campus in 1947, with other campuses being established during the 1950's. However the real impetus for Comprehensive Community Colleges came with the legislation enacted by the General Assembly in 1962 which created a system of community colleges as a part of the University of Kentucky.

The community colleges, as their names imply, are truly community institutions. They are comprehensive community colleges, providing: (1) two years of the college-parallel (transfer) programs, (2) the two-year associate degree in technical, semiprofessional programs, (3) adult and continuing education programs, and (4) developmental programs for disadvantaged students. The community colleges are developing educational programs to meet the needs of the people of the areas served by the colleges. They are truly a new kind of college. Each community college is different because each community is different. A real functioning community college is so intertwined with the life and resources of the community that it is difficult to define where the campus begins and ends. It must continually interact with its environment in responding to its needs. Characteristic of the community college is the spirit of innovation and flexibility—the concept of differentiated treatment and program development for widely diverse students. This combination of philosophy, situation and community involvement, has caused the community college concept to grow more rapidly than any other segment of higher education.

Stanley Wall,
Vice President,
University of Kentucky
Community College System

INTRODUCTION

Higher education is strengthening in responsiveness to community. An excitement and urgency for accomplishment—whose real strength is in thousands of changes and individual program efforts to meet real life problems by faculty, students, administrators, and trustees in higher education institutions throughout our land—is fortified by educational discussions and task force reporting.

Two-year colleges are in the forefront of responsiveness to community, finding great educational meaning in responsiveness to problems of population, equal opportunity, talent development, employment, peace, and ecological balance—vital needs of students and communities. Their real strengths of program improvements respond not to institutional theorizing, but to real human and community needs.

Public community colleges are the strongest educational thrust of this century, serving large new populations, many previously barred from education beyond high school. Independent junior colleges are also community oriented. They extend resources of private funding together with student tuition payments, or more recently federal student financial aids, to meet community leadership and citizenship needs.

In Kentucky since 1883, independent junior colleges have contributed a public service to education of low income students in rural communities, educated leaders for the Commonwealth, and gained public estimation for the value of two-year colleges. In the late 1950's Kentucky's public community college system established increased opportunities and new alternatives for education beyond high school.

Cooperation of public and independent two-year colleges maintains the diversity, creativity, and flexibility of a dual system whose synergistic effects are important for all of higher education, and for society.

William S. Hayes, President
Alice Lloyd College

PREFACE

The intent in this issue of the *Bulletin* is to feature the two-year institution as an important part of American higher education. Both the private junior college and the community college are considered. Although the focus of the articles is on Kentucky, the implications are for the two-year institution nation-wide.

There are approximately 2,500 colleges and universities (two-year and four-year) with an estimated enrollment of 8,000,000. As a part of this development, there are approximately 1,100 two-year or junior colleges with an estimated enrollment of 2,530,000. Within this sector there are about 244 private junior colleges with an estimated enrollment of 134,000. Whereas the number of these colleges decreased from 272 to 244 between 1967-1970, the number of community colleges increased, and the enrollment increased 220,000 between 1969-70. It is estimated that by 1975, 50-75 per cent of all college freshmen and sophomores will be enrolled in two-year institutions. The Carnegie Commission on Higher Education recommends that 230 more community colleges be established by 1980.

In its generic sense, the term "junior college" includes all two-year institutions beyond the high school that grant degrees, private junior college, church related junior college, public junior college, and community college, to mention a few of the more common classifications.

Although there were private and church related junior colleges during the nineteenth century, the first public junior college was developed at Joliet, Illinois, in 1902, largely through the influence of William Rainey Harper, the first president of the University of Chicago. Joliet was the beginning of the community college movement which many writers state is the only real American contribution to our system of higher education in this country.

The Commonwealth of Kentucky has seven private junior colleges and 14 community colleges (including the Technical Institute on the University of Kentucky campus in Lexington). The system of control and support for the community colleges in Kentucky is different from most of the states. In Kentucky, all 14 of the community colleges are under the aegis of the University of Kentucky. There is a vice president on the president's cabinet who is responsible for the University of Kentucky Community College System. Only three other states (Georgia, Hawaii, and Pennsylvania) have a system which is similar.

Collins W. Burnett

THE TROJAN HORSE PHENOMENON

Collins W. Burnett

Since the Trojan Horse in this instance refers to the junior college, one may wonder about the relationship. According to the Greek poet, Homer, who developed the tales and legends of the Trojan War into the epic, *The Illiad*, Paris, a prince of Troy, stole Helen, the beautiful wife of a Greek king. The Greeks organized a great sea expedition to regain their queen. The Trojan War extended over a period of ten years and ended when the Greeks built and left outside the walled city of Troy a huge, wooden horse. When the Trojans took the horse inside the city, the band of Greek warriors hidden within the horse crept out under cover of darkness, opened the city gates to the Greek army, and thus the Trojans were defeated by a clever ruse.

The Trojan Horse Phenomenon and the Junior College

Although no one has moved a wooden horse into the arena of the junior college, the disturbing fact remains that many teachers (and sometimes administrators) commence their work in an environment for which they have had no orientation. Many of these teachers have the characteristic background of the four-year state college or university or the four-year liberal arts college. They have had little or no opportunity to become acquainted with the unique contribution of the junior college to American higher education. They know little or nothing about the history, philosophy, objectives, organization, and programs of the junior college.

Because of this lack of understanding of the learning environment of the two-year college, teachers begin to think in terms of how to change the institution into a four-year college. Of course, the conversion would be mostly liberal arts with an emphasis on the disciplines in order that a graduate program could be added later.

Thus the Trojan Horse phenomenon occurs in that this group of teachers has a different set of expectations about what the junior college should be. Probably there is even a greater tendency for new teachers to think this way in the community junior college than in the private two-year junior college. The emphasis on technical and semi-professional programs is more of a shock, to say the least, than learning how to adjust to the first two years of a transfer program.

How much evidence is there for this sort of attitude on the part of teachers in the junior college area? Directors or presidents of junior colleges can document this point: finding well qualified teachers is difficult. Finding well qualified teachers who understand and fit psychologically into the junior college environment is almost an act of magic.

Jencks and Riesman (1968, p. 487) who took rather a dim view of the community junior college in *The Academic Revolution* pointed out: "First,

while the community college may in principle exist to serve new sorts of students and offer new sorts of programs, most faculty and administrators are still primarily interested in traditional academic programs and in students who will eventually transfer to a four-year college."

An editorial which appeared in the *Chicago Tribune* (1969) stressed the essential role of the junior college and pointed out that the governor of Illinois had urged junior college educators to recognize this special mission instead of "inching toward four-year college status." (Governor Ogilvie of Illinois made this comment in an address to the Junior College University Articulation conference at Congress Circle.)

Gleazer (1965) referred to a study done in California which showed that most community college teachers had never attended a community college; 63 percent of the new full-time teachers reported in 1963 that they had never been students in a community junior college.

During the last year, due to the fewer employment opportunities for Ph.D. graduates in the liberal arts disciplines, the cry has been raised in many quarters about moving these specialists into the community colleges. Such a development, according to the traditionists, would benefit the community colleges greatly by increasing the academic respectability of the faculty. The fact of the matter is, however, community college presidents do not and should not try to absorb larger numbers of Ph.D. graduates in English, mathematics, physics, chemistry, and the other disciplines. The Ph.D. student has been oriented toward research, publication, and specialization. He has had little or no introduction to the demands of a 15-17 hour teaching load per week. He knows very little about developing close relationships with students either in class groups or in an advisory relationship. He knows nothing about the heterogeneity of students nor the philosophy of the comprehensive program in the community college.

Kelley and Wilbur (1970) have emphasized that most people who have doctorates—which means traditional programs and specialization—have neither much to offer nor little satisfaction to gain in teaching freshmen and sophomores.

It is a fact that the percentage of junior college faculty holding a doctorate is small. Medsker and Tillery (1971) found in a study of more than 4,000 faculty in community colleges that approximately 8.6 percent had a doctorate; 78 percent held the Master's; about 10 percent had a bachelor's degree. Most of these (about one-third) were recruited from high schools.

Some members of academe infer that since the number of faculty holding doctorates is small, the improvement can be made by increasing the number of Ph.D.'s. A more reasonable inference is that special Master's programs should be developed to provide strength in the teaching discipline and, also, nine to 12 semester hours related to the junior college, including a supervised teaching internship in a two-year institution.

Medsker and Tillery (1971) have suggested that as far as faculty attitudes toward their institution are concerned many seem to aspire to

belong to some reference group with which they have become identified (four-year college or university) rather than to the junior college of which they are a part. In one nationwide study (Medsker and Tillery, 1971) it was found that while 53.8 percent of junior college faculty said they preferred to be employed in a community college, 26.7 percent said they preferred a four-year college, and 17.7 percent indicated they preferred a university.

Reasons for Faculty Unrest

Why should teachers in junior colleges be dissatisfied and want to exchange their two-year environment for that of a four-year degree-granting institution? The fact that many teachers have not had an orientation to the junior college has been mentioned already. Second, the term "junior" connotes something that is secondary to "senior" which is perceived to have more status. The snobbery in the structure of higher education suggests that the junior college is at the bottom of the totem pole, with the four-year college higher, and finally the university with graduate work at the top. Not only do many junior college teachers look with envy toward their colleagues in four-year institutions, but the latter are uncomfortable in comparing themselves with their colleagues in the university. Some of the faculty unrest in the disturbances at San Francisco State College may have been due in part to the fact that young faculty felt uncomfortable and insecure as they looked across the Bay at Berkeley.

Third, the concept of the junior college is still new enough that many people do not understand it as a viable unit in higher education. The decision was made recently at a private junior college to convert it into a four-year degree-granting institution. The president explained that this was the only way to attract financial support. One comment could be: why be second class as a four-year college when you have been moving toward first class as a junior college?

Fourth, many teachers in the junior college are unhappy because the students, as far as academic ability is concerned, do not compare favorably with those in the best private four-year colleges. In a general way this is so, but the purpose of the junior college is different from that of Oberlin, Yale, Harvard, Reed, and Antioch. One can also point out that an institution that attracts the very able freshmen through rigid entrance requirements may not be able to contribute very much to the development of those students. After all, from the standpoint of learning theory, the real test of the college is the amount of positive change it is able to bring about in students regardless of their level of ability.

Fifth, although the secondary school still supplies many teachers for the junior colleges (Blocker, 1965), some of these same teachers view the junior college with skepticism, and, moreover have had the same liberal arts training or preparation in a four-year state college as their colleagues who teach in four-year colleges. Blocker (1965) pointed out, also, that sometimes when a new community junior college is started in the same

community where there is a public school system, there is uneasiness about teaching loads and allocation of financial resources.

Sixth, many who have studied the junior college seem to agree that the preparation of the junior college teacher should be different from that of the high school teacher, but there seems to be less agreement about how the junior college teacher should differ from the four-year college teacher (Gleazer, 1965).

These explanations suggest that there is a strong need for those who are going to teach in the junior college to understand the real nature of this unique development. Although there were private junior colleges prior to 1900, the first public junior college was organized at Joliet, Illinois, in 1902. President William Rainey Harper of the University of Chicago had a great deal to do in bringing about this development.

Harper, however, perceived the junior college as a feeder to the University of Chicago which would enable the University to devote major attention to the upper division and graduate level. Harper also planned to organize a group of four-year colleges into junior colleges as a cluster of satellites which would serve as feeders to the University of Chicago. Burnett (1968) indicated that Harper wanted Muskingum College at New Concord, Ohio, to become such a satellite.

The junior college, and particularly the community junior college, is considered by many to be the most significant development in American higher education in the twentieth century. There are more than 1,000 junior colleges with a combined enrollment of about 2,000,000 students. Possibly 50,000 new teachers must be prepared each year for these colleges through 1975 (American Association of Junior Colleges, 1969).

The junior college is no longer the "country cousin" in higher education. In fact, the junior college with its emphasis on the student and the ability to innovate and respond quickly to curricular forces may become the model for four-year colleges and universities. The multi-purpose programs of the comprehensive junior college enable it to meet the needs, interests, and abilities of all clients.

New Preparation Programs

With all of this potential, what can be done to increase the positive contributions of teachers and decrease the threat of the Trojan Horse phenomenon? Probably the most effective way is to design some programs at the Master's level which will prepare teachers directly for careers in the junior college. Carrison (1967) suggested a 16-month or a two-year Master's program which would include: 10 courses in the discipline at the graduate level, one semester of part-time teaching in a junior college under supervision, and a professional seminar which would meet throughout the program.

A similar Master's program has been considered at the University of Kentucky which would include one summer session and two semesters for a total of 33 semester hours (24 in the discipline and 9 in Education, including a linking seminar and supervised teaching in a junior college).

Some teacher preparation programs of this kind have been successful in getting underway. A new brochure, *Preservice Training of Two-Year College Instructors*, published by the American Association of Junior Colleges (1969) lists 74 campuses where there are such preparation programs. The alphabetical list extends from Antioch College to Wichita State University in Kansas. Some of these programs, however, may exist only on paper or deal with only small numbers of those who want to teach in a junior college. Recently a booklet published by AAJC, *Preparing Two-Year College Teachers for the 70's* (1969), urged that more and better preparation programs be started. Eight preparation models are presented.

These models covered a wide range. The one described at Antioch College is built on the base of two years of college plus three more years (upper division and graduate work) leading to a Master's degree. This program is climaxed by a fourth year of teaching internship in a consortium of two-year colleges. Another model which seems very innovative proposes a community college institute. This arrangement provides that the junior colleges themselves establish and administer institutes for the preparation of their own teachers and administrators. The proposal suggests that the institute could have an itinerary with the faculty traveling from one region to another.

Another of these models proposes a doctorate of teaching rather than a Ph.D. The student would start with a Master's degree or equivalent base, plus two years of a subject field and professional preparation. The latter would include one semester of teaching internship and seminars. A year of resident teaching would complete the requirements.

In summary, we have pointed out that recruiting teachers for the junior college from the ranks of high school, and college teachers, and graduate school creates a Trojan Horse situation because many of these teachers perceive the need to transform the college into a replica of the four-year college or university.

The junior college which has emerged as a respected member of the higher education fraternity could become a model in some ways for the four-year college. In order to protect the viability of the junior college, a new kind of program at the Master's level needs to be designed to orient the teacher to the special environment of the junior college.

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PLANNING QUALITATIVE DISRUPTION

William M. Birenbaum

Dropping-Out

The disconnection between urban secondary school systems and the colleges is growing. At the very time that the expectation of Getting In is being extended to almost everyone who graduates from the secondary schools, the freshman and even the sophomore year in the colleges is becoming a vast remedial operation. For those who are college-bound, the first half of the senior high school year is a test-taking ordeal. The applications are all posted by February. From then on the thing that counts most is one's capacity to cope with the anxiety of waiting. By-and-large, the last year of a secondary school is a wasteland.

Something less than three-fourths of those enrolled attend classes on a typical day in New York City's high schools. Throughout most of the Black and Spanish communities in the City only about a third of those enrolled in high school receive the diploma—any diploma. Even before being poor or being Black disrupted our way of doing college business, only about half of those who were not poor and not Black (and met our traditional standards) graduated from the colleges to which we admitted them.

For those Dropping Out, Getting In is a unique if not an academic problem. Many of our institutions are in a panic about what letting almost everybody in will mean in terms of numbers and "standards," but the best way for our Establishment to keep the numbers under control is to encourage everyone to cross the thresholds freely in our system—at kindergarten, at the freshman levels in high school and college, and at the first year of graduate or professional study. Obviously, what we do from those points on efficiently encourages a sufficient number to drop out so that only a "reasonable" number of the applicants for union membership will be issued the card. This may be a somewhat expensive but nonetheless effective way for us to solve simultaneously our political and professional problems. We have perfected systems of education that successfully dampen, for too many, the human urge and need to learn. By substituting institutional for human needs, we have invented a way to insure the integrity of our institutions, as we now define "integrity."

At a time when blackballs are not fashionable, we are finding other ways to project America's class and race problems through the country's educational system. By doing this we may insure for the future a continued polarization of American life. If we choose to concentrate the minority youth in the two-year colleges and "make them employable" programs in the metropolitan regions, and usher them in-and-out of inappropriate senior college programs, it may just occur to them that what we mean by Equal Opportunity amounts to just another "hustle."

Getting-In

Our basic collegiate formulae—four academic years and one hundred and twenty credit hours, more or less—have been tested by time. In this country they pre-date the automobile, the electric light, TV, the split atom, pictures and rocks from the moon, the rise and decline of Hitler, the Russian Revolution, the birth of Martin Luther King and the Death of God, the mini-skirt, and Vietnam. Black study curricula, an extension of the elective option, the junior year abroad, and massive tutorial remedial programs are all but minor adjustments of the basic, time-tested institutional form. The two-year college movement, like Alexander's or Korvettes in New York, has turned out to be but a bargain-basement version of Macy's or Bloomingdale's. The shoppers in the discount houses are no more revolutionary than the managers and the clerks behind the counters. To the best of their economic ability, they are pursuing the same things that the shoppers in Macy's and Bloomingdale's are pursuing. And of course, as one would expect, parts of Macy's are turning out to be just like parts of Korvettes, and vice versa, which has the effect of further specializing Tiffany's clientele.

It is remarkable how medieval principles of academic time and form remain impervious to the spectacular changes in the quantity and quality of our knowledge. Miraculously, regardless of what there is to know or what the meaning of it is, a liberated, red-blooded American adult, employable, intelligently participatory politically, culturally refined and sexually well-adjusted, can be produced in 120 credit hours, more or less. Surely this ranks among the greatest of the American technological achievements along with TV and the moon-walk.

Shafting Knowledge

At international conferences about high education where Americans are sometimes asked to explain their System, they very often respond, with great pride, that it can't be done. With almost three thousand colleges and universities of various kinds and with various purposes, we have produced a higher educational network that defies description. *Everything* is Unique, Creative, Innovative, and Experimental. From Parsons to Princeton, Harvard to Hunter, Wayne to Wittenberg, and Staten Island to Stanford, nothing is normal. There are private and public schools, Catholic ones and non-sectarian, liberal arts colleges and technical institutes, large universities and small junior colleges, institutions serving farmers and the small towns, and others city-bound. They are governed every which way, built in infinite architectural styles, and of course, all are on varying verges of bankruptcy from New York University's almost to Harvard's not quite.

For several years now, we have been delivering new colleges and universities in this country at the rate of almost one a week, and of course, each new one is born uniquely different.

Strange thing about these collegiate nativities: Shortly after their delivery, you wouldn't have the slightest doubt about their common

parentage. Their very first hospital bulletins describe certain genetic combinations which lock up forever their personality potentials.

Inevitably, a college begins with the designation of its campus. A campus is a self-contained space devoted exclusively to what a college does. If the college is to begin on a potato patch on Long Island surrounded by other identical potato fields for as far as the eye can see, the first step is to build a fence around one potato patch and ordain it a Campus. If the college is to begin in the middle of Brooklyn or Detroit or on the edge of Downtown Denver, everything that stands in the way must be torn down, and the people relocated, so that something resembling a potato patch is created in the middle of the city which can be called a Campus. The beginning is a wide open space, first for the place and then in the minds of those who come to it, designated officially by the fences, one a Campus—the other an Education. No open space, no fence—no college.

Once the collegiate space is defined, collegiate Time coincident with that space must be established. Everywhere in America, everywhere, a liberating undergraduate education is Four Academic Years big. Half of such an education can be obtained in the junior colleges, but "half" is defined in terms of Four. In mature civilizations a special significance is always attached to certain numbers. With the Chinese there are the Two Principles, the Four Forms, the Eight Trigrams, the Three Kingdoms, the Six Dynasties, etc. In Tibet there are the Eight Glorious Emblems, the Seven Gems, the Twelve Animals and the Five Elements. In our own we have the Three Graces, the Nine Muses, the Ten Commandments, and the Four Academic Years. An undergraduate educated in less than four is not getting full value. If he takes longer to get educated, there's something wrong with him.

A campus, therefore, has not only a spatial but also a temporal size. It is so many acres and Four Academic Years big.

Maintaining the purity of the Campus Concept is, of course, complicated by the changing quantity and quality of knowledge. And the longer our species endures, the more knowledge there is to change. We have been recording in some form or another what we know for almost 6,000 years now. Each passing year adds more and more to the pile of what we know. Some of the increment may not be worth knowing, but generally the bigger the heap gets the more of it we need to know to get along. No matter: The sun will rise, the sun will set, and the education of our college young will take Four Academic Years.

The inevitability of the Campus Concept confronts American collegiate education with a classic economic situation: A *Supply and Command dilemma*. The Supply of knowledge is growing at a geometric rate far greater than the Command of the time and space required to accommodate the supply. Given what there is to know, and the intensifying connections between knowing and surviving, how can the Campus, fixed in time and space, contain it all?

This dilemma is solved by Shafting Knowledge. Everything that we

know is neatly classified and each classification is packaged in a vertical shaft of its own. Chemistry, physics and biology, history, economics and psychology, literature, philosophy and art—all neatly packed, each in its own shaft. The shafts are then arranged in a row, side-by-side, across the Campus square.

Each shaft, however, contains not only its peculiar knowledge, but also the people who claim a special wisdom about that knowledge. The people, assembled in their respective shafts arrayed across the campus square, represent the political dimension of the campus community. Some system must accommodate their relationships. The politicalization of the campus is achieved by the departmentalization of the knowledge shafts. Each shaft is empowered. A leader is designated for it. People are judged and ranked inside of it. It is budgeted. The people inside of it may punish and reward, hire and fire, admit and expel each other. Finally, and most important of all, through this system the shaft may define the meaning of itself.

Success in the politics of shafted knowledge requires mastery of a fundamental operational procedure. The campus square is entered—by student, teacher, or administrator—at the thin and tenuous top of a knowledge shaft. As the applicant approaches he proclaims loudly, publicly, his ignorance. He wants *in* because he Knows Nothing. Once in, over the officially prescribed time, he quietly descends into the shaft. His success will be measured by the depth to which he sinks. The richest knowledge-lodes, the finest promotions, the most precious rewards are all to be found near the bottom of the shaft. On the way down, one is gradually prepared for the pressures at the greater depths. Finally, at the very bottom of the shaft, one may be ceremoniously ejected, or specially commissioned into the shaft's lowest (i.e. highest) place of honor. Tenure in the highest rank may be awarded, or a parchment may be issued stating that the candidate has sunk so low that he qualifies as "educated" within the terms of that shaft. In either event, at this point the candidate is expected to proclaim loudly, publicly, his learning. He Knows Something.

The growth of knowledge adds more and more shafts onto the limited campus square. And as the relationships among them, all trying to squeeze into the limited time-space, grow more crowded and complicated, the shafts become narrower and narrower. The greater the jam, the more intricate their political relationships become. Which shaft should an ignorant student enter first? During the time that he has, should a student do some sinking in more than one shaft? How deeply should he sink in one shaft before he moves over to start sinking in another? How much should he know about how little? How little need he know about so much? Answers to these questions are called a Curriculum.

A Curriculum is an elaborate Treaty, negotiated in a Mandarin-like fashion among the various shafts. The treaty regulates economic competition within the campus realm. The campus economy is based upon a common currency system. Four Academic Years (the size of Ft. Knox on the

campus) is divided up, more or less, into one hundred and twenty monetary units called Credit Hours. Credit Hours are things that students must earn to get educated. Students earn credit hours by sinking in their shafts. The lower one sinks, the more he earns. Once one hundred and twenty of these things (more or less) are earned, a student may cash them in at a specially designated place for a dividend-bearing bond called a Diploma. This document proves he is educated.

Each shaft possesses a limited number of credit hours which a student can earn in it. The political (and educational) importance of a shaft is determined by how large its supply of earnable credit hours is. The larger its supply, the more people it must engage to supervise the dispensation of the supply to the sinking clientele. The more people it engages, the larger its budget must be. A shaft's influence in the campus community reflects the size of its budget, which is generally assumed to be a valid index of the importance of its knowledge. As the number of shafts has grown pursuant to the proliferation of knowledge, the competition multiplies and aggravates the political relationships among the shafts. If a shaft is ambitious and aims to grow bigger, it can only do so at the expense of some others, because the overall currency supply available to any one client is limited by the time-space of the campus.

To prevent a suicidal bloodletting in the competition for the coin-of-the-realm, the shafts agree to several Horizontal Operational Principles—rules meant to apply (with equal justice for all and malice toward none) to all of the shafts as they maneuver across lines, horizontally across the campus square.

There are commonly accepted rules about who cannot enter the shafts at all—the admissions and employment criteria for the college. All agree to common standards for judging the performance of those who do get into the shafts—how students are to be graded as they sink; how faculty may earn promotion, tenure and other rewards as they sink. All agree to refrain from taking actions which might inflate, and thus reduce the value of the credit hour currency. Knowledge is made available in all the shafts through courses of a given length of time and course-time is imbued with a common credit value (three credits per course, three hours per week, etc.).

These rules are the Geneva Conventions regulating the process for making the treaties which result in a Curriculum.

The politics of the Campus Community run up and down the departmentalized, vertical knowledge shafts, and horizontally, from side-to-side in the campus square. The combination of the vertical shafts and the horizontal bars convert the campus square into a rigid grid—a mosaic of little boxes. Happy survival in this grid requires a psychological pitch which welcomes being boxed-in. The curriculum is meant to box-in the student. The politics of the shafts is meant to box-in the faculty. The greater the boxing-in capacity of a campus grid, the more respectable it is. The disruption of this system is a failure to conform to the flow of events as described. Resistance to being boxed-in is disruptive. A disrupted campus is not respectable.

Consequently, to build a Creative, Unique and Innovative educational experiment on a solid and respectable foundation (Maintaining Standards and Quality), one must first acquire a time-space campus like this, and develop within it an intricate rigid grid. Once everything is securely boxed-in, then the creative, unique and innovative effort may proceed.

Except for these little things, American higher education really is too diverse, open-ended, variegated and free to be described. Except for its grid, it really does defy description.

Ghetto-Demolition

We organize learning-time and learning-space according to the principles for organizing urban ghettos. There is a proper place and time for everything and everybody, and it is assumed that we know where and when they are. We have built walls around them, and programmed the entire campus along the principles for programming the typical classroom—in rows with a blackboard and an authoritative desk in front. Finally, we have assumed for the whole campus an authority tantamount to that accorded to the teacher in the classroom.

Just as the classrooms have become more crowded, subverting conversation, discussion, and free exchange, lengthening the distance between teacher and taught, between those with authority and those subject to it, so campus conditions have become subversive of conversation, discussion, free exchange and responsible contact between those in authority and those subject to it.

Once learning-space and time are turned into a ghetto, those in charge will want those living in it to conform to the ghetto's way-of-life. They will favor talent, mobilize and use it, qualify and credential it with that in mind. In the modern city the university cannot possibly monopolize all of the best talents and places for learning. Often the best workshops for learning in the city—and the best teachers—will be found on the streets beyond the campus walls, in the theaters and museums, the industrial laboratories and the offices of government, the financial centers, etc. But the ghetto economy and mentality, tenured by the ranks, isolated and aloof, do not easily accommodate the use of these places and talents. The outlook of the ghetto toward what there is to know and how people learn is against such integration. The outlook of the ghetto becomes essentially monopolistic and separatist.

Having left the streets of Bologna centuries ago for the illusory safety of Oxford's fortress, the contemporary university finds itself once again facing the risks and dangers, the rich knowledge and learning opportunities of the streets. The state-of-our-knowledge and the urban spirit of our society in effect amount to anti-trust legislation. Fundamentally, the American aspiration is against the ghetto, against monopoly.

**ARTICULATION
FROM
HIGH SCHOOL TO JUNIOR COLLEGE TO SENIOR COLLEGE**

Roscoe D. Kelley

Many students are and will be completing high school, attending a junior college for one or two years, then completing requirements for a bachelor's degree at a senior college or university. This is likely to be the basic pattern for an ever-increasing number of students. The transition and the ease by which this transition is made from high school to the junior college and then to a senior college or university will have much to do with the academic success or failure of students.

Focus on Students

Articulation as such should focus on the student and be concerned with helping him to move from the high school to a junior college setting and on to a senior college or university setting. Articulation is more than a consideration of the number of courses and the particular courses needed at one level in order to move to the next level. Articulation concerns, problems, and policies involve more than registrars and admissions officers. Articulation is more than the senior college personnel making requirements known to junior college personnel, and in turn junior college personnel making requirements known to high school personnel. Articulation must focus attention on the individual student and be concerned with helping him to get an education so he will be a productive citizen in society.

A Two-way Street

In considering changes to be made and improvements of the process by which students move from high school to college and to productive citizens in society, it is necessary to realize that no one institution of learning has a monopoly on what the student ought to know and the particular package of courses that will provide the knowledge, skills, and attitudes that will guarantee success in life. Communication and an understanding of existing programs, courses, and requirements are necessary and desirable if evaluation and counseling are to be effective. An examination of present policies and practices of a school or college can be and should be made by not only the officials and personnel of that particular institution but also by the personnel of the institution "above or below" that institution. Improvements and changes that will make the articulation process better will result if there is a free and open exchange of ideas and concerns of people who are involved with helping students.

More than Courses, Credits and a Curriculum

Articulation should include not only a consideration of courses and the number of credits needed in a curriculum, but it should include consideration for the programs and activities that are a part of college life and living—the total education of the student. It should take into consideration the personal characteristics and problems of the students. Articulation should really be concerned with the total growth and development of the individual as he moves from one setting to another in order to enhance his opportunity for success.

Involvement of Many People

It is true that registrars and admission officers are concerned with counting credits and evaluating courses as a part of what has to be done when a student articulates from one school to another. However, if understanding is to exist, if counseling is to be effective, and if the student is to receive maximum benefits, all personnel who work with students should be involved in determining policies and practices for articulation.

Those who teach in a given discipline should meet and discuss course contents, objectives, and standards for courses. This includes the teachers from the senior college or university, the junior college and the high school. Adjustments at all levels can be made in the courses and curricula offered when there are common understandings and agreements.

Guidance counselors and teachers who counsel and advise students should meet and discuss programs and services available to students in high school, in the junior college, and in the senior college or university. Changes and improvements can then be made that will in turn make the transition for students easier and with fewer casualties.

Even presidents, deans, principals, and department chairman should meet and discuss the programs, policies and practices of the institutions they represent, but the decisions they make should not be without consideration and input from all other educational personnel.

If changes are made that will result in improved articulation, input and involvement of all persons affected, including students, should be basic to the process of making these changes.

Requirements of Programs

Program requirements should be flexible with a number of reasonable options. There is no research that indicates a single best list of courses that should constitute a particular curriculum. Generally, it is recognized that general studies or general education courses should be included in a curriculum. There also should be certain courses that include the basic knowledge and skills for a major field. The combination of courses and the amount of time and credit for each vary from institution to institution. Many institutions have apparently been successful in the education of people in a particular field. This suggests again that no one school has a monopoly on the program that is best. It should then follow that a college should be able to be quite liberal in the acceptance of general education courses

and also flexible to a degree in accepting courses in or related to a major. Sometimes we agonize over the acceptance of a few courses which might be relatively unimportant in the total requirement of 120 or 130 hours for the bachelor's degree. There seems to be a trend toward being more liberal in accepting credits.

In conclusion, it should be remembered that articulation is the helping of the student to succeed as he moves from one academic unit to another and on into a career or profession. Barriers and obstacles should not be placed before the student for the purpose of limiting the number of successes. "Let's not get so deep in the forest that we cannot see the trees!"

THE STATE OF THE COMMUNITY COLLEGE SYSTEM (1964-1970)

Ellis F. Hartford*

This report will provide a review and appraisal of the Community College System after six years of operation. In this account we shall try to sketch the principal facets of growth and change in the System, to assess its strengths and weaknesses, and to indicate the alternative choices and prospects for its future.

Facts and Figures, 1964-70

Any review of the operation of the Community College System during its six years of operation would disclose that this has been a period of phenomenal growth. This theme is reflected in most aspects of the program which we like to call the comprehensive community colleges. The following set of facts and figures will serve to document this generalization.

The Community College Systems began operation as a system on July 1, 1964. The fall enrollment for 1964-65 reached a full-time equivalent total of 1,954, an increase of 926 over that for the University Centers for the preceding year. Two new colleges—Elizabethtown and Prestonsburg—accounted for 26 per cent of the total enrollment. From that beginning, the total FTE enrollment has grown substantially in the existing colleges, with larger increases when new colleges were opened in 1965, 1967, and 1968. The total took an unprecedented jump when Jefferson opened for its first full year of operation. The record thus shows growth from the 1964-65 fall enrollment of 2,876 (head count) and 1,954 (FTE) to that of 10,379 (head count) and 8,093 (FTE) for the fall semester of 1969-70. These figures do not include the enrollments for adult education and community service courses which increased from a mere handful in the fall of 1964 to some 2,116 individuals in non-credit courses in the fall semester 1969.

Other figures related to personnel involved in the Community College System provide impressive indices of growth. The original faculty for 1964-65 which consisted of 88 full-time and 99 part-time instructors may be compared with the 1969-70 totals of 340 full-time and over 200 part-time persons in the teaching faculty. This is only the teaching faculty, no administrators, professional staff, library, or classified personnel. In 1964 there were 14 administrators (7 directors and 7 bursar-recorders), 6 professional librarians, and no guidance counselors in the community college. This year there were 44 full-time administrators (including 15 directors and

* Dr. Hartford was Vice President for the University of Kentucky Community College System until July, 1971, when he retired to become Professor of Education. In this account, he reviews and appraises the Community College System after six years of operation. Conditions have changed and new developments have occurred since August, 1970, but this description was relevant to the time period of his analysis (1964-1970).

6 assistant directors), 16 professional librarians, 14 library assistants, and 16 guidance counselors in the System. The number of classified personnel has grown from 35 in 1964 to 170 (FTE), including 92 secretarial and 78 custodial, for the current semester. In addition, there are seven persons serving as technicians or laboratory assistants, categories that will increase in number if the personnel needs of the System are met. During this period, the central office staff grew from four professionals and three secretaries to ten professionals and eleven classified persons.

Still another interesting index of growth can be shown in the number of lay personnel involved in the work of the Community College System. In 1964, a total of eighty-six outstanding local citizens served in advisory and supportive positions in the System (six advisory boards with seven members each, 42; six college foundations with total memberships of 39; and one local board of education of five members). That group has now reached a grand total of 171 persons serving on thirteen advisory boards, nine college foundations and two cooperating local boards.

Some indication of the status of the faculty of the System can be seen in the growth of faculty salaries. Mean salaries are shown for a five-year period in the following table:

AVERAGE FACULTY SALARIES, 1965-70

Community College System

	1965-66	1966-67	1967-68	1968-69	1969-70
Sr. Instr.	\$8,314(7)	8,526(28)	9,195(33)	9,299(36)	9,470(61)
Instructor	\$6,945(122)	7,002(195)	7,389(178)	7,630(281)	7,962(289)

Growth in the size of our graduation classes presents another facet of the growth of the System. Note the table below.

Number of Graduates Community College System 1966-70

	1966	1967	1968	1969	1970
A.A. Degree	94	223	224	306	437
A.S. Degree	41	70	87	108	120
A.A.S. Degree	29	83	135	169	286
Certificates	106	214	207	284	349
Totals	270	590	653	867	1,192

Selected figures for certain other aspects of the instructional program tend to indicate growth and progress. The holdings of the six community college libraries in 1964-65 tabulated some 51,000 volumes, an average of 8,500; the count for the end of 1969-70 in the thirteen colleges with libraries was over 212,000 volumes. This total included three comparatively new libraries and Northern with 18,460. The average figure for the nine older

libraries was 18,600 volumes with a range from 13,500 to 24,000. The three smallest and newest colleges had mean holdings of over 8,300. The total amount spent in 1969-70 upon the twelve libraries was approximately \$97,200. This does not include many other types of holdings that libraries provided in their developing role as "Learning Resources Centers."

One aspect of the Community College System operation does not present a consistent pattern of growth, namely, the matter of physical facilities which house the activities and programs of the colleges. There has been growth during the six years, but it has not been possible to have this development keep in step with the changes in growth of the enrollments. In other words, the physical plants of the community colleges have not kept pace with the growth of the personnel they serve. A fairly common yardstick for space in community colleges would express the number of square footage per FTE student at from 125 to 150. In 1964, the total square footage available was 195,000 which would have meant an average of 97.5 sq. ft. per FTE student had the space been distributed uniformly through the System. At the start of the fall semester 1969, the total square footage available was 648,912, which would have provided an average of 80.6 sq. ft. per FTE, had enrollments been distributed evenly throughout the fifteen colleges. It is clear that some community colleges have been overcrowded most of the time; some have never been adequately housed. Northern never had adequate space for its enrollment despite the addition of five small and one large temporary buildings in 1967 and 1968, respectively. Efforts to provide space included two new college plants in 1965, addition of temporaries at five colleges and a rented annex at another plus the provision of a new plant at Jefferson in 1967, the use of temporary quarters at Maysville for one year, the same at Hazard two years, with added rental space at Jefferson in 1968-69 and 1969-70. The merger of Paducah brought in an excellent plant in 1968 to which has been added plants constructed at Maysville, Ashland, and Hazard. The second phase of construction is in use at Elizabethtown and five projects are nearing completion at Henderson, Hopkinsville, Prestonsburg, Somerset, and Southeast. The second phase at Jefferson is expected to be ready in 1971. It is expected that the total square footage available for the twelve college plants in 1970-71 will be approximately 791,140, which would provide an average of 98.7 sq. ft. per FTE student for the System as a whole.

TABLE 1
SQUARE FEET OF SPACE AVAILABLE IN COMMUNITY COLLEGES

	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
Available Footage	195,000	271,000	271,000	373,350	491,690	648,912	791,140
Average Footage per FTE Student	97.5	79.1	70.5	97.3	82.7	80.6	98.7

Completion of the new Tower building at Jefferson will add approximately 90,000 sq. ft. to the total but the effect of the increased enrollment will not advance the mean footage. It is clear that the new construction projects recommended by the Community College System to be undertaken as second round or Phase II (October 29, 1969) will be necessary as soon as these can be planned and constructed:

Ashland, Phase II,	70,000 sq. ft.
Jefferson, Phase II,	120,000 sq. ft.
Madisonville, Phase I,	50,000 sq. ft.
Total	240,000 sq. ft.

Even this review does not account for the needs of the Lexington Technical Institute. Neither does it anticipate the plant(s) which would be required *if* and *when* funds for the two authorized new community colleges are made available.

Recent compilation of figures for the Community College System reveals that the total estimated value of the physical plant is \$31,823,715.85. The plant now includes 24 major buildings, some 20 temporary buildings, and over 951 acres of campus space. The completion of new construction by September 1970 and 1971 will increase the totals by a substantial amount.

One essential feature of the Community College System that reflects the fortunes of the program is the annual operating budget. Administrators tend to be preoccupied with budget problems and concerns, but this is normal when we reflect that an operating budget is actually a plan of action for the achievement of certain objectives. A hasty inspection of the annual budgets might indicate rather substantial advances but the figures mean little until what each allocation is expected to provide is made clear. Analysis would show that the Community College System budgets have never provided ample support for the kind of programs that should be offered in comprehensive community colleges. Indeed, two of our annual budgets have required undue efforts to pinch pennies and to subsist on short rations. The prospect for the biennium immediately ahead provides promise of no relaxation of the efforts to make ends meet. Data for the six-year period tells its own story when reviewed in terms of the support provided for the students enrolled in the colleges.

Expenditures of community colleges for educational and general funds per FTE students in 1968-69 and 1969-70 were \$750.00 and \$744.00 respectively. Addition of estimated administrative costs of U.K. services (Business Office Planning and Design, etc.) to community colleges of \$300,000 for 1968-69 and \$400,000 for 1969-70 would increase the expenditures per FTE student to \$795.00 for 1968-69 and \$793.00 for 1969-70.

The foregoing table does not reflect the major expenditures for capital outlay which have been heavy during the past two years. Data for the 1968-69 and 1969-70 college years would show a huge increase of the total expenditures as follows:

TABLE 2
ANNUAL OPERATING BUDGETS, 1964-1969

	1964-65	1965-66	1966-67	1967-68	Revised 1967-68	1968-69	1969-70
Annual Operating Budget Allocation	\$1,327,511	\$1,816,025	\$2,738,735	\$4,258,290	\$3,829,846	\$5,223,575	\$6,180,932
<i>Federal Grants</i>							
Title II (Lib.)	N/A	N/A	\$ 25,000	N/A	\$ 40,000	\$ 40,400	\$ 75,020
Title VI (E & R)	"	"	N/A	"	38,942	55,317	11,724
OEO & UB	"	"	146,075	"	62,322	69,966	65,724
Voc. Education	"	"	N/A	"	N/A	63,600	63,600
Sub Total	N/A	N/A	\$ 171,075	N/A	\$ 141,264	\$ 229,283	\$ 216,068
<i>Special Grants (UK)</i>							
Equipment	N/A	N/A	N/A	N/A	\$ 75,000	\$ 100,000	\$ 100,000
Libraries	"	\$ 30,000	\$ 40,000	"	162,200	100,000	N/A
Emergency Funds	"	N/A	N/A	"	102,140	185,146	50,300
Faculty Workshops	"	"	\$ 35,000	"	35,095	N/A	N/A
Sub Total	N/A	\$ 30,000	\$ 75,000	N/A	\$ 374,435	\$ 385,146	\$ 150,300
<i>W. K. Kellogg Fund</i>							
<i>Grants</i>							
ADN Program	\$ 56,538	\$ 76,654	\$ 66,893	N/A	\$ 36,475	\$ 39,536	N/A
Dental Lab. Tech	N/A	N/A	142,984	"	40,000	N/A	N/A
Sub Total	\$ 56,528	\$ 76,654	\$ 209,877	N/A	\$ 76,475	\$ 39,536	N/A
GRAND TOTALS	\$1,384,049	\$1,922,679	\$3,194,687	\$4,258,290	\$4,422,020	\$5,877,540	\$6,547,300

* Does not include fringe benefits, debt services, and others.

TABLE 3
OPERATING EXPENDITURES BY FUNCTION, 1969-70

	Instruction	Library Services	General Administration	M & O of Phy. Fac.	Auxiliary Services	Capital Outlay
1968-69	3,363,473.46	452,145.20	1,050,315.56	584,760.34	636,400.37	4,053,871
1969-70	3,770,256.00	370,189.00	1,075,775.00	770,515.00	652,742.00	12,379,512
Total for 1968-69		10,140,966.00				
Total for 1969-70		19,018,989.00				

Various other data concerning the development and growth of the Community College System could be provided if space permitted. It is clear that the foregoing information presents a picture of growth.

Significant Developments and Trends

Assessment of the program of the Community College System during the past six years reveals several significant developments and trends. One of the obvious observations is that the program that has been developed has been limited due to the lack of budgetary support. Despite the increased support for public higher education in the Commonwealth during the early years of the System, there has never been a year of operation when the community colleges could undertake all of the projects and program offerings which the faculty and staff adjudged to be needed in the several institutions. There has been merely minimal support for the function of adult education and community services and none whatever until some three years ago, when each college was allocated a \$1,000 base to encourage efforts in this direction. Funds for the establishment of two-year technical curricula have been limited and this has handicapped the System in providing the comprehensive program which is needed. Two technical programs which have been consistently successful are the ADN and Dental Laboratory Technology programs. Both have been established on a firm basis, both are producing well-qualified technicians, and both have been accredited by the specialized accrediting agencies in their fields. The significant point is that each of these was launched by help of sizeable grants from the W. K. Kellogg Fund, which provided funds for periods of three to five years. It is difficult to see how these programs could have been started had there been no supplement to the state funds which were allocated to the Community College System. It has been the policy of the University to handle the entire process of budget preparation, presentation, and allocation after the appropriation is made. Consequently, the System has been in the position of having to fashion its program in terms of funds available; never has it been able to spell out and present its program in terms of needs and to have the support necessary to implement those plans.

A significant point related to the preceding one is that real progress has been made by the faculty and staff of the Community College System

in developing, through a process of studies and committee work, a large number and variety of two-year technical curricula which could be offered in the various colleges according to needs and demand. No less than forty specific curricula have been developed in twelve major fields or "families" of curriculum. Not one of these has been borrowed or lifted bodily from an existing curriculum in another college; all have been developed by the same procedure within the University and Community College System. Special study committees are established on an *Ad hoc* basis to make preliminary studies of proposals for technical curricula. Each committee includes membership from the college (or colleges) of the University which has any vested interest in the curriculum area under study, some community college personnel from the related fields, others from the subject matter fields which will be included, representatives from the technical field who are successfully employed, prospective employers of graduates of the proposed program, representation from any professional organization or licensing body for the field, some members of Advisory Boards, and the general public. A staff member from the Community College System serves as secretary to each study committee. The report of each special committee then goes to members of the Faculty Committee on Curriculum Studies for preliminary discussion in individual college faculty groups, then to the full Committee for study and recommendation. If the recommendation is for approval, the report goes to the Faculty Council for final action. Initial proposals have come from U.K. college faculties, deans, faculty committees, from community college faculties, from individual faculty members, directors, dean of Community College System, and outside professional organizations. In the six year period there have been a total of 51 committees numbering some 695 individuals who have served in some capacity in the curriculum development for technical programs. At least three-fourths of these have been persons not connected with the Community College System. The willingness of public-spirited citizens and educators to work in developing a forward-looking program of technical curricula for community colleges is a strong indication of public demand for such programs. It is high time that this major distinctive function of community colleges receive support commensurate with its importance.

One of the clearly positive accomplishments of the System has been the assembling of an excellent faculty and staff to operate the programs of the several colleges. Principal credit for this important achievement should go to the directors who initiate all proposed appointments. The practice of soliciting the advice and comments of the various subject matter departments on the Lexington campus upon the vitae of proposed appointees has worked satisfactorily. A few departments have been slow or inconsistent in this review and the procedure is cumbersome during early and late summer vacation periods. But, for the most part, the departments have done a good job in this connection. In view of the joint resolutions of the U.K. and University of Louisville governing boards preceding the establishment of Jefferson Community College, it was decided to request the advice and

TABLE 4
ASSOCIATE DEGREE CURRICULA IN TECHNICAL FIELDS

AGRICULTURAL TECHNOLOGY	FORESTRY & WOOD UTILIZATION TECHNOLOGY
Agri-Business	Forest Technology
Farm Operation	Wood Utilization Technology
APPLIED SCIENCES TECHNOLOGY	GENERAL EDUCATION PROGRAMS
Junior Chemical Analyst	General Homemaking
Physical Science Analyst	General Studies
BUSINESS & OFFICE TECHNOLOGY	ALLIED HEALTH SERVICES TECHNOLOGY
Accounting	Administrative Office Assistant
Data Processing	Community Medical Technology
Management Technology	Medical Laboratory Technology
Marketing (Being Revised)	Dental Laboratory Technology
Professional Secretaryship-Bilingual	Electroencephalography Technology
Professional Secretaryship-General	Respiratory Therapy Technology
Professional Secretaryship-Legal	Mental Health Technology
Professional Secretaryship-Medical	Radiologic Technology
CARTOGRAPHIC AIDE	Renal Dialysis Technology
COMMUNICATIONS TECHNOLOGY	ASSOCIATE DEGREE NURSING
Broadcast Technology	SUPERVISORY PROGRAMS
Communications Technology	Recreation Management
ENGINEERING TECHNOLOGY	Wildlife Management Technology
Chemical Engineering	EDUCATION
Civil Engineering	Library Technology
Electrical Engineering	Social Work Technology
Mechanical Engineering	TOTAL PROGRAMS NOW AVAILABLE:
Metallurgical Engineering	41
Mining Engineering	ASSOCIATE DEGREE CURRICULA IN PREPARATION:
Architectural Technology	3
Manufacturing Technology	Dental Hygienist Technology
	Electronics Technology
	Instructional Technology

comments of the departments on U. L. campus upon proposed appointments, and this practice has been followed to date. However, it was definitely recommended by the Southern Association Visitation Committee that this practice be discontinued.*

Experiences of the past two years have done much to give the several community college faculties the confidence and poise that comes from professional accomplishment and a sense of achievement. Each faculty completed its own "Self-Study" during this period and most of the colleges have had a rewarding experience in being visited by a committee representing the Southern Association. One kind of evidence as to the maturity and poise

* This practice has been discontinued.

of the faculties could be seen in the extensive surveys and collections of information which the ACE Study group undertook in August and September of 1969. The several faculty and staff groups took the whole project in stride.

One strong feature of the Community College System has been the outstanding and consistent performance of the Advisory Boards in the interpretation and support of the programs in their several areas of the Commonwealth. No one will ever be able to assess the full measure of this contribution. It should be added that this record has been uniformly free of one of those traditional Kentucky failings of local boards of education, namely, the proclivity to play partisan politics through the patronage system. Not once has an Advisory Board undertaken this role, a performance that almost passes belief for one who knows the educational history of Kentucky. Following sessions devoted to the study of the Blee report, all of the Advisory Boards notified the President that their decision was to support the Community College System in its connection with the University. At the same time, there were several recommendations concerning improvements and changes in the structure which would benefit the community colleges and strengthen their programs.

Relationships of the Community College System *within* and *to* the University have improved materially in the six-year period, particularly during the past year. Much of the earlier notion that the community colleges were merely branches of the University, with faculties that belonged to the various campus departments, and that their function was to "prepare" students to enter the junior year at the Lexington campus have tended to be replaced by more positive concepts. More and more, it has been recognized that community colleges have their own distinctive functions, besides the one which they share with U.K. departments (the transfer program), that their faculties must be dedicated to instruction, advisement, and community service in their respective locations, that the reward for excellent performance in a community college is not "promotion" to the Lexington campus, and that the University and Community College System programs are complementary in nature. Taken together, they enable the "Greater University" to serve the people of the Commonwealth all the way from an "open door" college with technical programs and non-credit adult education to outstanding research, graduate and professional study programs on a highly selective basis. Greater appreciation of these concepts has brought about more positive attitudes both in the Colleges and on the University campus. Actions of the Senate and of the Board of Trustees during the past year have given community college personnel a great measure of encouragement and confidence in the future relationship of the System with the University.

One encouraging observation is that there appears to be a growing opportunity for community colleges to participate in major concern and decisions with U.K. personnel. Several instances of participation of community college representatives in major efforts have occurred in recent years. A community college faculty representative to serve on the "Search

Committee" for the president was selected by system-wide faculty balloting. Community College faculties have been invited to send representatives to U.K. Senate meetings when the draft of the Governing Regulations was discussed and to a hearing on same by the Board committee. Joint meetings of the Senate Council and of the Community College Faculty Council have been held in each of the past two years in order for each group to become better acquainted with the plans and procedures of the other. These developments have contributed to mutual understanding and respect for the functions of the respective units of the Greater University. Certain departments have recognized that community college faculties teach an ever-increasing number of freshmen and sophomores in lower division courses and have endeavored to elicit participation in making studies of proposed changes in transfer courses. The Community College System now has an observer who meets with the Undergraduate Council in order to represent community colleges in discussion of proposed changes in lower division courses and curricula, an arrangement that seems to be working well. It would appear that these forms of participation are more appropriate than another suggestion which has been made, namely, to have community college faculties represented in the Senate and its Council. The recent decision to recognize the autonomy of the Community College System Faculty (and its Council) in developing needed courses is preferable to the prospect of having minority representation in the Senate since the two bodies have different functions to perform.

An encouraging trend may be noted in the recent modest successes the community colleges have experienced in getting access to federal funds under various programs. Our libraries have qualified for and received small basic grants in recent years; likewise, occasionally, we have received small Title VI grants for equipment. Two of our colleges have received helpful grants of Title III funds for "developing institutions" during the past two years. This year five other colleges have received small grants of such funds through participation in the AAJC consortium which has a program for the professional development of faculty. Southeast Community College has had three grants of funds for an "Upward Bound" program in as many summers and this will continue. All our ADN and allied health programs have become eligible for federal funds under the Allied Health Legislation and this has been followed up especially in the case of nursing. We have sought to participate in the Title V-A program under the NDEA which would support one-half the cost of guidance counselors but the funds available to Kentucky have not allowed any such grants in the past three years. Vigorous efforts for the participation of community colleges in the federal funds available for vocational education have been made and a modest allocation has been forthcoming for the past two years. However, it is expected that future budgetary provisions for vocational education will make possible an expanded program of support for technical careers curricula in the community colleges. It is intended that this kind of participation will become stabilized so that this support can be counted as regular income

and then be used to match state funds in an expanded program of technical career offerings.

Most of our college faculties have become more concerned about their function as open-door institutions and their responsibility to provide programs that offer suitable career choices for students who should not select transfer programs. Faculty and staff personnel who accept this role have become concerned about adequate guidance for all students, and about the provision of "developmental" courses which will assist "educationally disadvantaged" students to succeed in an appropriate technical career curriculum. An encouraging development in nearly half of the colleges has been the provision of courses and experiences in basic subjects: reading laboratory, writing laboratory, study skills laboratory, and basic mathematics. Success in the three or four colleges which initiated these programs has encouraged other faculties to undertake this kind of program. This is but another sign of the growth of community colleges in the direction of a comprehensive program, one which should be given recognition and approbation.

The same case could be made for adequate programs of technical careers curricula and for enough guidance counselors to help students to make the best choice of educational objectives. Growth of technical careers programs has been most marked in the Lexington Technical Institute and at Somerset Community College. All of the students at the Lexington Technical Institute have enrolled because of their chosen technical career program; about 45 percent of those in Somerset have elected such programs. Noteworthy growth of these programs is also evident at Elizabethtown and Jefferson, a trend which should be encouraged and assisted by adequate allocations of funds. The Southern Association Committee recommendations uniformly cited the need for more counselors and for adequate technical program offerings. The budget for 1970-71 includes added provisions for guidance counselors at most community colleges.

The close personal relationship between faculty and staff with students is a strong factor in the smooth operation of the college programs. One cannot avoid the observation that this has been an important source of encouragement and assistance for the students who would otherwise have been lost somewhere in the first two years of college. This fact of life in the community colleges has so much significance that it precludes concern about the relatively small enrollment of some of the colleges. It would be tragic if certain of our community colleges should grow in size and complexity to the point that students and faculty lose opportunity to know each other personally and to work on their problems together. This is the kind of policy matter that should be considered with full awareness of the human relations involved and not in terms of the practical concern of costs per unit, "economical" operation, and the like.

Community colleges should exercise more of their opportunity to engage in experimentation into ways and means of coping with problems of students who need curricula that may appropriately be offered in their

instructional programs. One good illustration of this has proved to be a worthwhile venture, namely, the experimental practice of permitting a small number of "ineligible" students to enter upon an appropriate two-year program on a trial basis. These decisions are made on individual bases, after an extensive testing and counseling period. Careful attention is given to these students and reports of their progress are made each semester to the System-wide Faculty Council. Records made by this group of students over a four-year period show that approximately three-fourths of them achieve a G.P.A. of 2.0 or better and that some 60 percent of them complete the program they have chosen. This kind of "second chance" program illustrates a broad field of service which comprehensive community colleges should enter to the end of serving all sorts and conditions of students.

Major Concerns and Problems

Among the many concerns and problems that community colleges are confronted with, certain selected items should be mentioned or reiterated here. Some need to be examined in some detail while others may need only to be mentioned again for sake of emphasis.

One of the most important concerns is that certain implications of the Blee Report should be studied and considered with a view to adaptation of some basic principles which could be used in terms of the Community College System's connection with the University.* The suggested plan whereby community colleges could be organized on a "district" basis, by vote of the people, and would derive financial support from local tax levies needs to be studied in terms of possible enabling legislation in the future. Community colleges which could qualify on this basis would have local boards of control and would operate with greater autonomy under guidelines and criteria established by the Board of Trustees (acting as the coordinating authority at the state level). Support from the state level would be on a per FTE basis which would supplement the support derived from local sources. This would enable such colleges to become truly comprehensive in nature and would apportion the burden of financial support three ways, to the local district on an "effort" basis, to the student on a low-cost "participating" basis, and to the state on a supplementary basis. There is enough of this principle in the present merger agreement with the Paducah Junior College Board of Trustees to provide something of a demonstration of what could be done.

Another concern of those responsible for the community colleges is that the full growth and development of the System shall be in terms of a comprehensive plan which should be developed through careful long-range studies by responsible higher education leadership. In other words, decisions to establish future community colleges in the Commonwealth should be based upon provisions of a "Master Plan" which should be

* The Blee Report refers to an official study of two-year colleges in Kentucky for the Council on Public Higher Education and was done by the Associated Consultants in Education; Myron R. Blee was the principal investigator.

developed for this purpose. The Commonwealth of Virginia has developed and adopted a "Master Plan" which outlines the future growth of its Community College System, a measure that has discouraged efforts to "play politics" by the legislature and/or the chief executive. We need this kind of a comprehensive plan in order that the future development of community colleges may be in keeping with criteria that take into account the needs for public higher education in Kentucky. Studies of the feasibility of community colleges in various areas of the Commonwealth have been made on two occasions in the past, both of which entered into the making of decisions as to expansion by University authorities. These studies could readily have been broadened into a comprehensive report that could have served as a "Master Plan" for the future expansion and growth of community colleges in the state. The present situation which leaves the ultimate decision as to the future course of two-year colleges up to the legislature and chief executive of the state opens up the prospect of all manner of opportunistic and politically-expedient decisions.

The next concern is implicit in the preceding one, namely, what shall be done about the "authorized" community colleges for which no funds have been appropriated. There is the immediate question concerning the establishment of additional colleges before the needed programs are provided in existing ones. Beyond that are other pressing questions about the actual process by which new colleges are to be decided upon and developed. Certainly there should be some concern about the establishment of a college in an area that does not meet the criteria established by the Council on Public Higher Education? This problem will not simply fade away leaving the University and the Community College System free to make studies and long-range plans for future development of colleges and campuses in areas where the needs are greatest. It would appear that the authority of the Council on Public Higher Education should be established in such matters. Clearly, there can be no sound policy guiding the future direction of community colleges as long as there is the possibility that decisions will be made at the state level in terms of expediency.

Matters of support for community colleges bring up another complex situation, one related to the policies and procedures for presenting budget requests and obtaining the necessary appropriations of state funds. There is no representation of two-year college programs in the CPHE at all, save what is presented by the several college and university presidents who are non-voting members. Decisions such as one by the Council, which raised tuition charges of community college students \$20 per year appear to be made without advice or testimony as to need or the effects this would have on the System. There can be a sounder basis for the making of policies that affect a whole group of institutions. There should be some means for representing the needs of the System when the "asking budgets" of the several universities and colleges are reviewed by the Council on Public Higher Education.

In recent years there has been a consistent effort on our part to make

each budget request prepared in and for the Community College System more explicit and definite as to the objectives to be undertaken and as to criteria for the evaluation of progress toward same in the program thus presented. It is expected that the recent development which involves the Vice President for Community Colleges at cabinet-level planning sessions in the University will be the means of a more effective presentation of the needs of the Systems both within and beyond the University.

Any effort to survey the situation in other states with respect to the forms and bases of state support for community colleges leads to another major concern, namely, about the adequacy of state appropriations for this purpose. Data from other states show clearly that amounts expended on a per-student basis in the Community College System are well below mean figures for the nation. A current study (by McLeod of Arkansas, June 1970) of expenditures per-FTE student in twenty-five states shows the range and means as follows:

TABLE 5

OPERATION	MAXIMUM	MEAN	MINIMUM
Cost per FTE student, All programs			
High (n=19)	\$2,914	\$1,655	\$ 850
Average (n=25)	1,524	1,007	631
Low (n=19)			
Cost per FTE student—Voc./Tech. Programs			
High (n=9)	5,900	2,311	1,111
Average (n=9)	1,993	1,460	1,073
Low (n=9)	1,474	1,000	770
Cost per FTE student, University Parallel & Other			
High (n=6)	2,596	1,644	950
Average (n=8)	1,478	1,143	900
Low (n=6)	1,054	761	549

These figures may be compared to the overall expenditures per FTE student in the Community College System of \$795 for 1968-69 and \$793 for 1969-70. Kentucky has no fixed policy or formula for support of community colleges comparable to the kinds of criteria that are used in Ohio, Michigan, and various other states. The only yardstick which has exerted any significant influence is that of maintaining a faculty-student ratio of 1:20 in allocation of our operating budgets.

Specific items in operating budgets for community colleges give rise to concerns on the part of directors and our staff. There is inadequate support for continuing education and community service programs despite the clear fact that this is a recognized community college function. We have undertaken to encourage this function by giving each college a \$1,000 base figure with which to start such programs. We have further endeavored to have fees collected from such programs used as a revolving fund, thus

the small base can actually be the means of providing several programs in the course of a college year. There can be little doubt as to the need and the demand for such programs as witness what has been done with a little support at Hopkinsville and Somerset. One of the common recommendations of the Southern Association Visitation Committees was that these programs should receive more emphasis in the community colleges.

A similar case could be made for funds with which to launch the two-year technical curricula in most community colleges. This, too, was stressed by the Southern Association Visitation Committees. Efforts to gain further support from federal funds for vocational education at the post-secondary level will hopefully provide some monies which will have to be matched by state funds. This limited objective is expected to be reached in the near future but it will not solve the whole problem. Our present technical programs are limited in competition for faculty personnel (in ADN, Allied Health and Engineering fields) by lack of funds to match salaries in other states.

Another type of program for which funds are desperately needed is the developmental program. Enough of a valid demonstration has been given in at least three community colleges to show what needs to be provided for the educationally disadvantaged students in all units of the System. A modest appropriation of funds for this purpose would make a most impressive showing in terms of what could be done for students who need this kind of added opportunity in higher education.

Relationships of the Community College System to other institutions and agencies of higher education are almost entirely channelled through officials of the University. The problem of representation of community college needs and problems before the CPHE and to governmental agencies in Frankfort has been noted. But there are other potential relationships that will require more attention in the future. Most of the community colleges maintain membership in the Kentucky Association of Junior Colleges; some belong to the Southern Association of Junior Colleges; and all are expected to participate in the American Association of Junior Colleges. The latter organization is the real spokesman for community colleges at the national level, and it is important for colleges of the System to participate in many programs under its sponsorship. In the past there have been occasions when certain University officials supported positions taken by other higher education organizations at the national level which were at variance with some of the legislative programs sponsored by AAJC. This placed the Community College System personnel in an impossible situation. At the state level, the interests of the University and of the System are not so likely to be in conflict, but there is always the possibility that such will occur, an eventuality that must be kept in mind. Both depend upon actions by and have relationships with the State Departments of Education and of Finance, the Council on Public Higher Education, the Kentucky State Education Television Authority, and with other institutions of public higher education. It is essential that the head of the Community

College System be able to represent its needs and programs without undue problems of clearing his actions and statements with other high level officials of the University. This may seem to be an extreme possibility, but the need does appear. There have been occasions during the past six years when our reaction to questions and situations has had to be a referral to some other authority.

There have been problems of public relations in the community college areas that could have been handled had the local community college directors had advance knowledge of the University's position. Some of these have derived from the necessarily long-drawn-out process of financing, planning, bidding and construction of needed new community college facilities. Another urgent set of problems stem from the need to acquire various pieces and parcels of acreage to augment the space available for the future growth of the colleges of the System. Two of these are particularly urgent. The significant point is that the community leadership, especially the Advisory Board and directors, should be kept informed of all steps that have to be taken and of the progress which is being made at each step of the process involved. The opportunity to improve communication upon these matters will now be available to the vice president for community colleges as he participates with other university officials in planning and coordinating sessions. Our advisory boards can be extremely helpful in these matters if they understand the University's policies and the situation as we see it here in Lexington.

One more area in which the matter of relationships and coordination is fundamental is that of the ETV installations, use of the closed circuit channel by community colleges, and assistance to the System in the use of this potential medium for instruction, and administrative efficiency. Here again, the responsibility for action is divided both within the University and with an outside agency, the Kentucky State ETV Authority. The plan to connect all the community colleges into and with the closed circuit network depends upon the arrangements with the telephone company and/or certain contractors. Four colleges were connected up in the fall of 1969; six others are to be connected by fall of 1970, the remainder at some future date. Some of the four original hook-ups were not able to function satisfactorily. How and when and by whom to get the necessary corrections made has been a headache for our community college people, who had high expectations of being able to use the new medium. Here is another problem where high level coordination is required if results are to be obtained. One other fact related to this problem is that each community college must have a technician on hand to assist in the operation of ETV equipment, a luxury which we have been able to afford at only three colleges. This appears to be a "must" item in future budgets for the colleges.

Problems involving need for other technical personnel are acute in two fields, namely, for registered nurses to man the first aid stations which have been constructed in the new facilities at most colleges and an adequate number of security personnel for protection of the college plants. We have

been fortunate that no grave emergency has occurred in either of these fields. We have studied the matter of installation of alarm systems and have sought counsel from the U.K. Division of Safety and Security. It is urgently requested that funds for these two categories of technical assistance be provided in community college budgets at the earliest possible date.

Most of the problems which we have mentioned involved the need for funds for their solution. Still another is the matter of additional funds for student financial aid. Needs have become acute for an additional source of funds for work-study and other types of aid especially in certain community colleges. A modest appropriation of state money would do a tremendous amount of good now that added federal funds are not available to provide for the increasing needs of community college students.

Still another need for additional funds is that of building up the needed administrative staffs for community colleges. We have deliberately been very conservative about this; since funds have been limited, it seemed unfair to build up the central staff beyond the general level of support for instruction and other functions. It can be shown that the administrative staff in the colleges and in the central office are the smallest for any community college unit of comparable size in this country. We have presented actual figures for comparable institutions in adjoining states as "exhibits" in recent biennial budget requests. It is hoped that attention can be given to this need in future budgets as several of the Southern Association Visitation reports called attention to this problem.

Efforts have been made to recruit additional black faculty personnel for our community colleges, an endeavor in which we have had only slight success. We have even tried to get some promising seniors identified at Kentucky State College, who would go on for the Master's Degree and come to teach in community colleges. It now appears that we shall have to recruit some of our own two-year graduates and encourage them to go on for baccalaureate and Master's degrees in preparation for community college teaching. I have tried to do some of this and have encouraged the directors to do likewise.

The long-standing concern of the faculty and of the directors about the matters of rank and titles should be first on the list of problems to be considered by the community college "Task Force" which the President will appoint to make recommendations for changes and improvements in the System.* There is general agreement that the title of "Director" is not appropriate for the executive head of a campus of a distinct institution. The advisory boards have been concerned about this and about the matter of professorial rank and titles for the faculty. There have been proposals for an appropriate professorial title series for community college administrators, especially the directors. All recognize that administrators in community colleges have no tenure in their administrative posts but they should achieve and hold some form of tenure in an appropriate rank with a title.

* The President's "Task Force" has made its report, including several recommendations which are mentioned here.

The whole matter of professional rank and titles for community college faculties could be solved by giving them the usual professional title *in the Community College System*.^{*} This is the form of the regulation concerning their tenure which is entirely satisfactory. Provisions for leave are likewise quite satisfactory to the faculty. It is my hope that the solution to the rank and title problem can be as happily resolved.

A problem which needs to be considered by the budget office of the University and also by the Council on Public Higher Education, is that of giving recognition to the enrollments of students in non-credit courses offered in our adult education and community service programs. These essential functions deserve credit when such matters as faculty load, faculty-student ratio, and budget allocations are considered.

The Community College System is dependent upon certain centralized services in the University for the sound and orderly development and operation of community college plants. An example may be cited in the planning for the development of long-range "campus development plan" for each community college, the services of the Office of Planning and Design in the architectural planning of each building, and certain supervisory services during the construction period. The necessity for liaison with the Department of Finance in Frankfort and with regional and national offices of Washington agencies leads to many problems and complications which affect our public relations in the community college areas. A very common problem during the construction has been the delays and frustrations that occur when there is no means of getting things done save by calling Lexington and Frankfort. Still another example could be cited in the work of the staff concerned with safety and security measures within the University and community colleges. Centralized planning and services are fine, if they really work adequately and consistently. When this is not true the centralization of authority becomes a handicap.

An acute problem for community colleges has resulted from the recent order of the Department of Finance, which limited travel by all state agencies to their total for the preceding year (1968-69). Travel allotments for the base year were not adequate to cover all the kinds of conferences, institutes and workshops the System needed to hold and that total figure has become more inadequate and punitive during the year we have ended. Travel to the colleges by the central office staff should increase as we undertake more comprehensive programs; inter-college travel by faculty committees, the Inter-Community College Student Council, and the Faculty Council must require more funds as our programs develop, and there should be more inter-visitation by both faculty and student groups for professional and instructional purposes. It is devoutly to be hoped that such strictures can be removed in the course of events in order that there may be adequate provision for essential travel and intervisitation by community college personnel.

^{*} This objective was achieved by the adoption of one of the recommendations in the Task Force report, 1971.

Future Plans and Prospects

A review of the operation of the Community College System for the past six years should include a look ahead with pertinent recommendations concerning plans and policies for future consideration. Hence, the inclusion of the following and concluding section of this report.

One of the specific recommendations that should be made relates to the program which has been developed in the Lexington Technical Institute. The time has arrived when this program should be expanded into a full community college to serve the area of central Kentucky within commuting distance of Lexington. Studies by the director of the Institute indicate that more than 500 students could be enrolled in a community college program, if such were available for the fall 1970 semester. Efforts to develop community support for such a move should be authorized and a move to acquire an adequate building should be undertaken. Plans for implementing technical programs for the disadvantaged student and for cooperative programs with local industries and agencies have been developed by the Institute and these should be expanded as soon as funds are available. Arrangements for a new contractual plan on the part of the State Board of Education which will provide for fuller participation of the Community College System in allocations of federal vocational education funds should enable the Institute (and other colleges) to implement several new programs of this type.*

All community college faculties should be encouraged to undertake programs of developmental courses for the benefit of "educationally disadvantaged" students. PREP programs such as those successfully sponsored by Jefferson Community College the past two years should be provided in several community colleges where the need can be established. Vocational education funds for this purpose will require matching with state funds. No expenditure of state funds has paid greater dividends than the modest amounts expended upon these programs in some of our colleges in recent years.

Developments, such as have been reviewed, lead to the suggestion that an effort to frame a definition of what actually constitutes a comprehensive community college program might well be undertaken by the Community College System. Such a definition, composed of minimally acceptable criteria for the various aspects of the college program could be used as a basis for requesting financial support and for allocating funds for the annual operating budgets. A definition, or set of standards, such as this, would include minimal offerings in performance of the major functions of community colleges together with each of the supporting functions such as provision for counseling and guidance services, development programs, technician support for learning resource centers, ETV, and the like, adequate assistance in form of secretarial, custodial, and first aid personnel, funds for professional development of faculty, library growth, and a program of

* Since the above report was written at least ten community colleges have inaugurated new technical programs with the assistance of funds provided by the Federal Vocational Education Act.

student services. In brief, an adequate definition of what constitutes an acceptable "comprehensive community college" and what is required by way of adequate financial support for the same must become the criteria or "yardstick" by which the University authorities, the Council on Public Higher Education, and the state agencies make decisions upon budgets, appropriations, and allocations. In the absence of sets of standards such as these, decisions are made by inconsistent and inadequate means by persons other than those who will have to make do with the resources available for a given biennium.

Among the supporting provisions of a truly "comprehensive" community college program there should be funds for the professional growth of the faculty and staff. Several of the community colleges have sought and received small grants through the KAJC or the AAJC consortiums of "developing institutions" for this purpose. It is to be hoped that this form of support can be matched with state money and that this can become a continuing feature of their operating budgets. In the past, funds were set aside from fund balances for professional workshops and institutes for community college faculty groups which proved to be valuable means of planning for use of ETV, language laboratories, use of instructional media, revision of biology courses, preparation of general education offerings and the like. On two occasions we have held excellent orientation workshops for new members of community college faculties in August, using special grants from fund balances. Some dependable sources of funds for continuing efforts of this kind must be found, if community colleges are to sponsor adequate opportunity for faculty participation and growth in a professional sense.

Funds for adequate faculty participation in planning conferences, institutes for teachers of college subjects, and workshops for special programs should include plans for community college groups to work upon the development and improvement of courses that could be considered as provisions for the "general education" of our students. Requirements of the University for the lower division "transfer" programs include only a few courses which meet any adequate definition of a deliberately planned general education offering. There is definite need for several such offerings in community college programs which will not be met unless some definite effort is made within the System's faculty. One modest experiment to develop an "integrated" science offering for students in ADN and allied health curricula to two colleges is underway. Another effort has been undertaken to devise some kind of a "core" program which would be central to a number of curriculum "families." Efforts such as these should be extended and facilitated in the attempt to devise a general education program that would contribute to the overall educational growth of each student in the System.

One suggestion that should be tried in connection with a program of general education would be to provide some form of group membership to each student which would afford the opportunity for active participation

and discussions of their learning and experiences as self-directing students. Learning from a number and variety of subject fields is difficult under traditional circumstances, i.e., when little effort is made to help students to interrelate and "integrate" the discrete bits and kinds of information they gain from separate courses. Another circumstance which applies to study in a community college is that students commute and spend relatively little time in the college "atmosphere." Community colleges need to foster opportunities for their students to "live together" with each other and to associate actively with faculty as a means of providing for some of the interaction and stimulation that come from other participants in the college situation. It has long been a pet idea of mine to get some tryout of this idea in the community colleges, and it is to be hoped that some such experiment can be tried in the near future.

Another recommendation for the future development of community colleges is that two colleges—one in Eastern Kentucky and another to serve the metropolitan area about Louisville—should have low-cost residential facilities developed for the use of students who could not otherwise attend. There are several sparsely-settled counties in Eastern Kentucky which are too far from community colleges for students to commute, and there are students with potential ability to do college work whose chances are limited by the ghetto-like environment in which they live. These groups of students will not be able to have the chance for community college experience unless some adequate provision is made for them. This could be done by construction of modest dormitory facilities at Southeast Community College (which would also afford apartments for faculty housing) and by converting the state-owned facility at Lincoln Ridge into a college for inner city youth who need to have experience in a college environment. These facilities for housing should be operated on a low-cost basis using student labor as far as possible, in order to make this opportunity available to those who have no other chance to attend college. Such a program would also provide an increased and stabilized enrollment at Southeast, thus permitting a more comprehensive college program. The same result could be attained at Lincoln Ridge. I have tried to arouse some interest in this modification of community college policy in the past, but it is apparent that the idea will require considerable discussion before favorable action is possible.

Another important change in policy that should be attempted is that of effecting inter-state agreement with adjoining states, particularly with Ohio, which would provide a "common market" for students who find it necessary to cross state lines to attend community colleges. The most imperative need at the moment is for some way to allow students from Adams and Brown counties, Ohio, to attend the community college at Maysville without paying out-of-state fees and for students in Greenup and Lewis counties, Kentucky, to attend Portsmouth branch of Ohio University on the same basis. Neither state would lose anything and both suburban groups would be adequately served with college opportunity. In 1968, Maysville Community College received applications from 66 Ohio

students but only five enrolled because of the stiff fees involved. Students on the south side of the Ohio from Portsmouth have the same problem. Both groups of students and their families are actually part of the two metropolitan communities, from economic and sociological standpoints. Experience of the Paducah Community College shows the effect of the out-of-state fees schedule. Prior to the merger, the Junior College at Paducah enrolled over 250 students from Southern Illinois, just across the Ohio River. After merger and the increased out-of-state fees, the number dropped to sixty the first year and to four the second year. Surely, the Council on Public Higher Education in Kentucky and the corresponding Board of Higher Education in Ohio could effect an inter-state agreement that would make good sense in this matter of need.

Problems of developing and handling student records, especially in the larger community colleges, are demanding attention. The needs of community colleges have been included in the comprehensive systems management study now in progress in the Office of the Vice-President for Planning. It is hoped that a comprehensive system for handling student records for all the community colleges can be effected at an early date.*

Studies which are made biennially of community college salaries in adjoining states in preparation for our budget requests and comparable data from nation-wide surveys of faculty salaries provide convincing evidence of the need to effect a stable and adequate policy concerning community college salaries. This is not a recommendation that we adopt a typical salary schedule because of the tendency for these to become rigid structures that defeat purposes of recognition for meritorious performance and reduce all to uniform levels. Rather, it is intended to suggest that there be guidelines for salaries in the fields of administrative, professional staff, faculty, and technical personnel which provide for the necessary "floors" and normal increments for the preparation, and years of service, plus added provisions for exceptional and meritorious performance. There should also be provision for decisions that are made necessary because of competition in specific fields, for recruitment in high-cost areas, as compensation for inadequate housing, and the like. Guidelines which include these features have been in use for several years but there may be need to up-date these at the earliest opportune time.

An objective which should be sought by University and Community College System officials and by the Council on Public Higher Education is that of developing an adequate long-term "Master Plan" which would afford the Commonwealth a blueprint for the establishment of community colleges in future years. Continuation of the traditional Kentucky practice of mixing politics into what ought to be educationally sound decisions should be abandoned in favor of a policy that would insure that use of the state's resources would be for the greatest good to the largest number of

* It is reported that such a system has been developed since the above draft was written.

future students rather than the reward for the most astute and effective political maneuvering.

Future developments of the Community College System as a part of the University and to the other component parts of the University should be studied and guided by the findings of the "Task Force" which the President will appoint from the System to study needs and improvements in and for the System.* Some of the needs and changes that should be considered are obvious but the effort should be made to have a comprehensive study. The matters of rank and titles for directors and professional staff personnel as well as for the faculty are primary considerations. Studies should also be made of the need for policies governing the role and provisions for the technician personnel in community colleges. The present requirement that each and every new job for classified personnel must be classified might well be modified in favor of a classification system that allocates grades to specific levels so that new jobs could be set up at appropriate levels without need to have each one classified. Present policies regarding tenure, promotion, and of leaves—particularly sabbaticals—for community college faculty personnel are satisfactory but, except for tenure, are not stated as binding upon community colleges. These provisions should be expressly stated in administrative regulations for the System. Another important matter which should be studied and recommended is that of giving adequate recognition to community college programs of adult education and community service. Some means of crediting enrollments in non-credit courses and other community service programs should be recognized by the University and by the Council on Public Higher Education. This would have a bearing upon faculty loads, appropriate units of support for these programs, and enrollment figures. There are many problems that involve coordination between and relationships with divisions of the Business Office on campus and with Frankfort agencies that suggest periodic review of the paperwork, red tape, and other problems that develop. Every opportunity to study and review these areas with view to economy and efficiency should be utilized. It is hoped that something can be done to effect improvement along this line.

In conclusion, it should be noted that the space given to problems that are of concern to the Community College System should not obscure the fact that the System is going, growing, and making a distinctive contribution to the higher educational enterprise in this Commonwealth. Those of us who serve both the University and the Community College System ask for no greater opportunity to render educational service to the people of Kentucky.

* Since this report was written in August, 1970, the President's Task Force has studied and reported upon these and other matters. Some recommendations for change have already been made and others are pending.

FACULTY MORALE: A STUDY OF A COMMUNITY COLLEGE SYSTEM*

A. Dewey Sanders

The study of morale or job satisfaction has interested researchers for most of this century. This interest was manifested particularly in industry where attempts were continually being made to understand the relationship between job satisfaction and the productivity of workers. As a result of these studies, a significant body of data was developed, various methodologies were utilized and evaluated, and a conceptual approach was established.

Research concerning the morale of faculty members has developed much more slowly. Most of the early morale research in educational settings tended to ignore the previous research in industry, as if studies in these different settings were independent of each other. Blocker and Richardson,¹ Richardson,² and Richardson and Blocker,^{3,4} beginning in the early part of the past decade, made a sincere effort to relate their research in junior colleges to the earlier morale research of Baehr and Renck⁵ in industry.

In this study, the writer was interested in building on their work in the two-year college, while at the same time following their lead in being aware of and utilizing the large body of industrial research. While Richardson and Blocker were addressing themselves primarily to the questions of the factors involved in faculty morale and their relationship to factors extracted from studies in industry, this study investigated the differences among faculty members with higher and lower morale, among faculty members teaching at different colleges in the same system, and between faculty members of different sex. In addition, the relationship between a person's score on a differential inventory and three self rating items was also investigated.

Sample

The sample used in this study included the 195 of the 331 full-time faculty members employed in the University of Kentucky Community College System* during the 1969-1970 academic year who returned com-

* This manuscript was developed from the author's unpublished doctoral dissertation, *A Study of Faculty Morale in a Community College System*, University of Kentucky, Lexington, Kentucky, 1971, under the direction of Professors Collins W. Burnett and Leonard Ravitz. Dr. Sanders is Dean of Students, Kentucky Wesleyan College, Owensboro, Kentucky.

* The University of Kentucky Community College System consists of 13 community colleges and one technical institute which are under the aegis of the University. The fourteen Directors report administratively to Dr. Stanley Wall, Vice President for the University of Kentucky Community College System.

pleted and useable survey instruments. This represented a sample of 58.9 percent of the total population. Counselors, librarians, administrative personnel, staff, and part-time persons were not included in this study. The thirteen colleges in the system were located in a wide variety of settings with some located in metropolitan centers where all of the basic services were available while others were located in small cities in eastern Kentucky with all the ramifications of rural Appalachia. There were also obvious differences in facilities as many of the colleges were operating in new buildings with the latest equipment while others were functioning in somewhat crowded, temporary facilities with more inadequate equipment.

Materials

The basic instrument used in this study was a modification of Richardson's Faculty Attitude Survey, Form Z. The modification came in the form of the addition of six items related to the individual's satisfaction with different aspects of the community, including shopping, recreational and cultural opportunities, medical services, the local school system, and the friendliness of the residents. The modified instrument contained 63 items in 14 different attitudinal areas. These included communication with administration, relationship with immediate supervisor, identification with institution, interpersonal relations, personal security, physical working conditions, professional growth and advancement, faculty meetings, teaching load, non-instructional work load, adequacy of fringe benefits, adequacy of salary, adequacy of salary schedule, and satisfaction with the community. Responses were scored with the help of 14 templates, with those which indicated higher morale scored as a three, undecided as two, and lower morale as one. Sub-totals were computed for each category and a grand total was also computed for later use.

Methodology and Hypotheses Tested

After the scores on each of the 14 variables were punched on IBM cards, a principal axis factor analysis was run in an effort to reduce the number of variables. Four variables were extracted accounting for 57.39 percent of the total variance. These were labeled simply as Factors I, II, III, and IV.

Factor I loaded heavily on interpersonal relations, communication with the administration, personal security, relationship with immediate supervisor, and professional growth and advancement. Factor II loaded on physical working conditions, while Factor III loaded on adequacy of salary and adequacy of salary schedule. Factor IV loaded on noninstructional work load. Of these four factors, Factor I alone accounted for 30.73 percent of the total variance.

The loadings of the 14 variables on these four factors were utilized in obtaining estimated factor scores with a mean of 50 and a standard deviation of 10 for each individual on each of these four factors, using the procedure developed by Lawley and Maxwell.⁶ These four factors scores,

along with a single digit number from one to five derived from the self rating of one's own morale, were used to test the following hypotheses:

Hypothesis One

No significant differences among groups of higher, middle, and lower morale persons exist when compared with the four factors defined in this study and the self-rating item.

Hypothesis Two

No significant differences among faculty members from five selected colleges exist when compared with the four morale factors defined in this study and the self-rating item.

Hypothesis Three

No significant differences between male and female faculty members exist when compared with the four morale factors defined in this study and the self-rating item.

Hypothesis Four

No significant correlation exists between faculty members' perception of their morale and their total score on the Modified Faculty Attitude Survey, Form Z.

Hypothesis Five

No significant correlation exists between married faculty members' perception of their spouses' morale in relation to their jobs and their total score on the Modified Faculty Attitude Survey, Form Z.

Hypothesis Six

No significant correlation exists between unmarried faculty members' rating their satisfaction with the opportunities for compatible social interaction in the community and their total score on the Modified Faculty Attitude Survey, Form Z.

The differences among groups in Hypotheses One, Two, and Three were tested by multiple discriminant analysis. The significance of the overall differences was tested by an F-approximation developed by Rao⁷ and recommended as the best approximation by Cooley and Lohnes.⁸ Pearson's r was computed for Hypotheses Four, Five, and Six, and the significance of r was tested by Fisher and Yates' "Table for the Significance of r ."

Results

In order to test Hypothesis One, three groups of 65 persons each were formed on the basis of the total score on the inventory. The highest, middle and lowest 65 scorers were labeled Higher Morale Group, Middle Morale Group, and Lower Morale Group respectively. The results of the discriminant analysis can be seen in Table 1. The obtained F-ratio of 35.869 indicated that the overall differences were significant beyond the .05 level. The first root of 2.6396, which accounted for 98.18 percent of the trace, was also significant at the .05 level. This root yielded a Chi-Square approxi-

TABLE 2
FIVE SELECTED COLLEGES DISCRIMINANT ANALYSIS:
VECTORS AND ROOTS

Factors	FUNCTIONS				Scaled Vectors			
	Normalized Vectors							
	I	II	III	IV	I	II	III	IV
Factor I	-0.24	-0.16	-0.23	-0.16	-22.39	-15.13	-21.71	-14.58
Factor II	-0.74	0.01	0.25	0.01	61.59	0.83	20.64	0.77
Factor III	0.17	-0.11	0.54	-0.04	15.32	-10.20	48.76	3.32
Factor IV	0.08	0.28	0.02	-0.09	8.03	30.10	2.64	9.21
Self-Rating Item	-.60	0.94	0.77	0.98	-7.02	10.95	9.00	11.47
<i>Latent Roots</i>					<i>Percent of Trace</i>			
$\lambda_1 = 1.049$					77.593			
$\lambda_2 = 0.192$					14.175			
$\lambda_3 = 0.072$					5.291			
$\lambda_4 = 0.040$					2.940			

TABLE 1
HIGHER, MIDDLE, AND LOWER MORALE DISCRIMINANT
ANALYSIS: VECTORS AND ROOTS

Predictors	Normalized Vectors		Scaled Vectors	
	Function I	Function II	Function I	Function II
Factor I	0.68	0.47	61.69	42.28
Factor II	-0.08	-0.33	-11.56	-45.81
Factor III	-0.31	-0.53	-39.69	-67.37
Factor IV	0.17	0.59	22.76	79.87
Self-Rating Item	0.63	-0.20	8.81	-2.76

Latent Roots

$$\lambda_1 = 2.6396$$

$$\lambda_2 = 0.0490$$

Percent of Trace

$$98.18$$

$$1.82$$

Degrees of freedom = 10/376

mation of 246.768 and 6 degrees of freedom and was tested by Bartlett's Chi-Square Approximation.⁹ The second root was not significant, indicating that the difference among these three groups can be explained adequately on the basis of the first function.

Hypothesis Two yielded an F ratio of 6.205 which allowed rejection of the null hypothesis at the .05 level. Though all four roots were significant beyond the .05 level, explanation can be concentrated in the first two roots since these two roots account for more than 91 percent of the trace as an examination of Table 2 will show.

The overall test of significance failed to reject Hypothesis Three. It would appear that there are no significant differences between male and female faculty members when compared on the variables defined in this study.

The obtained *r* computed in each case to test Hypotheses Four, Five, and Six enabled the rejection of all three hypotheses, indicating significant relationship between an overall score and the various self-rating items contained in each hypothesis.

Discussion

The five predictors used in comparing groups of higher, middle, and lower morale faculty members proved very potent in discriminating among these groups. Factor I in Function I was by far the most important variable in explaining these differences. The items relevant to this factor pertained to the faculty member's perception of being kept informed and listened to by the administration. Also, the gamut of the individual's relationships with colleagues and administrative personnel was influential in this factor. In conjunction with the communication facet of this factor, were items related to the individual's personal security and ego strength. Important to this latter factor was the opportunity for personal growth or advancement in the

college or system. The more such opportunities were perceived, the more secure the individual seemed to be. In sum, then, this seemed to indicate that where the faculty member felt more personally secure, he tended to have better communication with colleagues and administrators, and as a result, was more likely to be associated with the higher morale group. The less secure a person felt, the more likely he was to have less than satisfactory interpersonal relationships, and to be less satisfied in his work.

The higher morale group was more characterized by satisfaction with communication structures, with supervisory personnel, with their colleagues, and with opportunities for growth and advancement in the college. They seemed to know what was expected of them and, as a group, felt more secure in their job. Though the lower morale group seemed to possess somewhat opposite attitudes, it was obvious that individual differences existed.

The stepdown F ratios showed that Factor I was the single most important variable in explaining these group differences. In comparing the higher and middle morale group, though Factor III added to the explanation, Factor I was still dominant.

The univariate F ratios indicated that when these groups were compared on only one variable at a time, all but Factor II produced significant differences. However, a more accurate state of affairs was probably projected by the multivariate analysis where the first factor seemed to overwhelm the other four.

The significant differences obtained among the five selected colleges indicated that facilities and equipment, as measured in Factor II, were most important. This factor was neutralized when grouping was made on the basis of higher to lower morale as in Hypothesis One. This was due to the fact that there are persons in community colleges with good facilities and equipment whose overall morale tended to be somewhat lower, or conversely, there are persons in schools with poorer facilities who still had higher morale.

Factor II stressed good buildings, adequate parking, well-landscaped groups, pleasant classrooms and lounges, and enough modern equipment to do one's job without undue stress or hardship. A college located in a rundown church building in the downtown area of its city, and a college which was overcrowded, had inadequate parking, and was planning to move to a new campus as a four-year school had faculties which, as a group, were highly dissatisfied on this factor. In contrast, the faculty members at a college with new facilities, and those at another college on a large, well-landscaped campus were very much satisfied. These strong attitudes of satisfaction and dissatisfaction toward facilities and equipment indicated the potency of this variable with respect to explaining differences in faculty attitudes among persons in different colleges.

Factor IV was also significant in discriminating among the five selected colleges. This factor was primarily influenced by the individual's attitudes toward teaching load. Other aspects of total work load such as

faculty meetings and non-instructional work load were less important. There seemed to be a general dissatisfaction with teaching load, probably due to the fact that 15 hours was the standard teaching load in the community college system. The faculty members at these colleges were no doubt aware that at the four-year schools and universities in the state, the standard teaching load was 9 to 12 hours. The college which was moving toward four-year status was the most dissatisfied, indicating their attitude shift to the standards of the four-year college had already taken place in this respect. Faculty, possibly, reflected their impatience to have the benefits of their new status.

The stepdown F ratios were also examined and Factor II held up as the most potent factor. These stepdown ratios indicated that of the 10 possible comparisons among the five different colleges, Factor II was the most significant factor in seven cases. In the exceptions, Factor III was the most significant. An examination of the univariate F ratios indicated that Factors II, III, and IV were significant beyond the .05 level, but they failed to show the order of importance.

Hypothesis Four, a significant relationship was found between one's total score on the instrument and the self-rating items of one's morale level. The obtained r of $+.65$ with 193 degrees of freedom was significant beyond the .05 level. This seemed to indicate that the quickest way to obtain a reasonably accurate estimate of a person's morale level might be to ask a direct question. It even suggests the possibility that a series of direct questions in the various categories related to morale might be developed as a more concise and flexible approach to measuring the differential aspects of morale. However, where it seems desirable to have uniform answers in these different areas, it would appear that the well constructed, differential inventory might still be the more useful approach.

The obtained r of $+.23$ with 138 degrees of freedom indicated that Hypothesis Five was also significant at the .05 level. The indication was that a significant relationship existed between one's perception of his spouse's morale with respect to his job and his overall morale. The fact that this can be looked at in different ways suggests caution in terms of interpretation. It might be that where one's morale is low or high, there is a corresponding tendency to perceive the spouse's morale the same way. On the other hand, it is possible that if a person perceives his spouse's morale with respect to his job as either high or low, this may be an extension of this perception of his own morale. Though care should be taken not to suggest a causal relationship, the morale of faculty members and their perception of their spouses' morale do tend to be significantly related.

The relationship between a single person's score on the differential inventory and his perception of opportunities for compatible social interaction was also significant at the .05 level, with an r of $+.32$ and 53 degrees of freedom. The suggestion here is that morale tends to be higher where there are compatible social opportunities, and somewhat lower where such opportunities are not present. Morale is too complex to say that one caused

the other, but there is a significant tendency for these two variables to vary in the same way.

In conclusion, any interpretation should keep in mind that this study was conducted only in the University of Kentucky Community College System using a rather brief survey instrument. The unique characteristics of Kentucky and its community college system and the limitations of any survey instrument should be carefully considered. Though the factors identified in this study did allow explanation of group differences, other studies are needed with more diverse and larger populations.

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A STUDY OF THE ACADEMIC DEANSHIP IN THE PRIVATE JUNIOR COLLEGE*

Owen Collins

The academic deanship is affected by many variables. Among these are the nature and purpose of the college, the attitude of the president toward this office, the caliber and composition of the faculty, the type of student body, the size and nature of the community in which the college is located, and the history of this office in a particular institution. These factors are but a few of the many variables that make the academic deanship a difficult but challenging one to study. Difficulty in studying the academic deanship is one of the major reasons for a paucity of systematic studies concerning this office.

Dupont indicated the lack of readily available information concerning this important office.¹ This need for information was particularly pronounced for the private junior college which had been largely neglected by researchers. Thus the need for a study of the academic deanship in the private junior college was relatively easy to establish; delineating the problem was less so.

The Problem

A series of key questions formed the basic thrust of this study which examined the deanship from the perceptions of private junior college academic deans in the geographic area of the Southern Association of Colleges and Schools. What relative weights did the president, faculty and board have in his selection? How was he prepared? Did he work congenially with his president? Did he have the authority from the president to hire and fire faculty? What were the dimensions of the administrative team relationship in his institution? Was he an administrative type leader or was he dynamic and/or authoritarian in relation to his faculty? Did he formally evaluate his faculty? Was he responsible for student discipline? What was the nature of his relationship to students? What were his problems regarding curriculum innovation? Had he initiated systematic curriculum reform? What relationship did he have with the governing board of his college? What were his responsibilities for budget? Had he developed particular administrative patterns? These questions were considered

* This manuscript was developed from the author's unpublished doctoral dissertation, *A Study of the Academic Deanship in the Private Junior Colleges in the Geographical Area Included in the Southern Association of Colleges and Schools, with an Emphasis on Responsibilities and Relationships as Perceived by the Dean*, University of Kentucky, Lexington, Kentucky, 1970, under the direction of Dr. Collins W. Burnett. Dr. Collins is the Academic Dean, Lees Junior College, Jackson, Kentucky.

not only from actual practice but from what would have been ideal practice as well.

In addition, other questions were considered only from an informational point of view. Among these were: What was the tenure of the dean? What were the sizes of the faculty and student body which he represented? What were his most time consuming tasks? What were his most demanding tasks from the standpoint of skill involved? What were his major successes? What did he consider to be the major obstacle for beginning deans?

Definitions of Terms

The *academic deanship* was that position on the official organizational chart of the college which provided the number one academic adviser to the president. Hereafter, this person will be referred to as *dean* and the office will be called the *deanship*. *Private junior college* was defined as any junior college which did not receive tax support. It could have been either independent or church related. *Higher administration* referred to those above the dean in the official organizational structure of the college or those who were chiefly responsible for reporting directly to the ultimate governing authority.

Limitations of the Study

One of the limitations of this study was the fact that it focused on the perceptions of the deans. Thus one had to rely on the accuracy and objectivity of their perceptions. What the faculty, students, and higher administration thought concerning the deanship was not part of the study. Another limitation concerned the sensitivity of some information: deans in small private colleges were not prone to speak freely concerning fragile and tense relationships. Finally this study indicated little concerning the educational problems of the private junior college, problems that surely affected the dimensions of the deanship. Put another way, this study focused on the "text" out of the "context." Thus one was apt, quite likely, to arrive at only part of the truth.

Review of Related Literature

The literature revealed some interesting points concerning the deanship in general. Ward commented that the deanship was created chiefly to help an overburdened president, mainly with student discipline.² Generally, according to McGrath, the movement for deanships in American higher education began during the last quarter of the 19th century.³ Humorous, men of integrity, hard workers, these early deans reflected character highly prized then and yearned for today.⁴ Now, the dean's image is tarnished, at least in the perception of some faculty.⁵ Boas stated that in order to succeed, a dean needs to understand that the faculty mind is individualistic, autonomous, and idealistic.⁶ According to Gould, a dean needs to be a leader, both an administrative type and a dynamic type, depending on the situation.⁷ Among the most desired qualities in a dean are integrity, judgment, broad education, and scholarship.⁸ Probably the most important role

that the dean plays is the man-in-the-middle between faculty and higher administration on one hand and students and faculty on the other.⁹ Faculty should be extensively and intensively involved in the selection of a dean.¹⁰ If a dean does not enjoy a congenial working relationship with his president, the dean should resign and go elsewhere.¹¹ An effective dean must evaluate his faculty and provide reward for excellent performance.¹² Finally, a dean has a responsibility to see that the curriculum adds up to a meaningful whole.¹³

Methodology and Treatment of Data

A survey instrument consisting of 68 items was developed primarily from the one used by Gould but modified with items added from the writer's own experience and from the comments made by authorities in this area.¹⁴ The instrument was constructed so that most of the items required a response on a scale of one to five under two headings: Actually and Ideally. Under a Miscellaneous Information section at the end of the instrument, five open-ended types of items were included, e.g., "What have been your chief satisfactions in serving as dean?" The items were categorized into 10 headings such as Selection, Preparation, and Relationships and Responsibilities Concerning the President.

In order to determine face validity of the instrument, a trial run was made by mailing the instrument to 17 academic deans not included in the sample for the study. Their responses, which were very helpful, were incorporated in a final revision of the instrument.

The sample size of 77 private junior colleges in the Southern Association was determined on the basis of a minimum enrollment of 100, and inclusion of the Associate of Arts Degree in the curriculum.

Responses were received from 65 of a possible 71; six were eliminated due to special circumstances, e.g., there was no dean or the college had changed status to a four-year institution.

Another part of the design was a personal interview with seven of the deans who had responded to the inventory. These interviews, which provided a reliability check on the written responses lasted from thirty minutes to two hours each. On the basis of this small sample of direct interviews, the instrument seemed reliable.

Three statistical treatments were made of the data. First, the mean response was computed for each item on both the Actually and Ideally scales. Second, the standard deviation was computed for each item and each scale. Third, the "t" test for correlated data was used to determine significant differences between the means on the Actually and Ideally scales for each item.

Summary of the Findings

1. There was a plethora of titles concerning the deanship. The title most often reported was "Academic Dean."

2. The mean tenure for deans in this sample was 4.55 years. Over one-third of the respondents were either in their first or second year as dean.

The concept of the "grand old dean" was largely mythical.

3. The colleges in this sample were founded as early as 1787 and as late as 1966. Forty-one per cent were founded prior to 1900.

4. The number of students in the colleges in this sample ranged from a high of 2000 to a low of 145. The mean was 513, below which there were 44 colleges with smaller enrollments.

5. The number of faculty in these colleges ranged from a high of 90 to a low of nine with a mean number of 33.5.

6. The student-faculty ratio ranged from a high of 31-1 to a low of 7-1. The mean ratio was 15-1.

7. Forty deans or roughly two-thirds had worked in the institutions where they are now deans for an average of 3.76 years prior to their appointments to the deanships.

8. Table 2 indicates that the president had a major role in selecting the academic dean. Items 1 and 5 which were significant at the .05 level reflect this tendency.

TABLE 2
SELECTION
N=44

Items	Means		Standard Deviations		"t" test Value
	Actually	Ideally	Actually	Ideally	
1. I was selected by a faculty committee reporting to the president.	1.47	2.91	1.05	1.42	6.10*
2. I was selected by a faculty committee and the board of control.	1.40	2.36	1.03	1.29	4.62*
3. I was selected by the president and the board.	3.52	3.48	1.56	1.20	.20
4. I was selected by the president and the former dean.	2.14	2.11	1.60	1.10	.13
5. I was selected by the president.	3.00	2.55	1.53	1.26	2.23*

* Significant at .05 level, two-tailed test.

Least involved were the faculty. Ideally, the president and the board should have the greatest voice in selection, although the influence of the president should be lessened. The faculty should have a great deal more influence in selection than they have presently. However, because a majority of the deans came out of the faculty ranks, the faculty have exerted more influence than was immediately apparent.

9. Deans were prepared chiefly by teaching in the colleges where they are deans. Basically their preparation was informal and unsystematic.

Ideally, they felt a need for far greater preparation. An intern program for prospective deans was especially favored by the respondents.

10. Deans basically have congenial working relationships with their presidents. However, they wished that their educational philosophies were more similar. The greatest area for improvement, though, was for a sharper differentiation of responsibilities.

11. Deans had responsibility and authority concerning faculty, but there was a sharp demarcation between recommending faculty appointment and recommending salary increases; the latter function was less practiced. Ideally, deans desired delegation of more authority and responsibility concerning faculty.

12. Deans basically were a positive administrative type rather than authoritarian and dynamic. Even so, their authority was bestowed on them by someone other than the faculty, probably by the president. Ideally, they espoused the positive administrative pattern, though they would like to get their ideas accepted more readily. Deans did not desire to "push" their faculties.

13. Table 8 which deals with faculty evaluation shows that few deans had a formal evaluation plan for their faculties, but a majority felt they needed such. Item 32 is significant at the .05 level. Students were used rather extensively in evaluating faculty both Actually and Ideally (Item 35 is significant at the .05 level). Item 32 which is significant at the .05 level suggests strongly that visitation of classes by the dean for evaluation purposes was unpopular. Faculty evaluation of faculty (Item 34) was least practiced and least desired.

TABLE 8
FACULTY EVALUATION
N=45

Items	Means		Standard Deviations		"t" test Value
	Actually	Ideally	Actually	Ideally	
32. I visit classes.	2.46	3.11	1.55	1.24	4.05*
33. I have a formal evaluation procedure for faculty.	3.13	4.28	1.59	.87	6.16*
34. I use faculty to evaluate faculty.	2.13	2.53	1.30	1.27	2.64*
35. I use students to evaluate faculty.	3.26	3.57	1.45	1.23	2.46*

* Significant at the .05 level, two-tailed test.

14. Deans were minimally involved in student discipline and/or extracurricular activities, and they wished to keep it that way.

15. Deans related to students mostly through academic counseling. Such counseling was a major function, Actually and Ideally, of the deans

in this sample; they maintained, for the most part, an "open door" policy for students. Moreover, they met a great deal informally with students and desired more time for this function. However, Actually and Ideally, they desired to do less social counseling.

16. The deans favored curriculum innovation, both Actually and Ideally. They had problems, although not insurmountable ones, with senior institutions and traditional faculty. Although they desired that these problems did not exist, they were more concerned about traditional faculty than they were about senior institutions.

17. Deans had instigated some systematic curriculum reformation; however, they felt that they should put more time and energy in this function. Actually, they had some difficulty in getting faculty to relate their courses to the overall objectives of their colleges; Ideally, deans wished it were not so.

18. The respondents were generally satisfied with the academic counseling programs of their institutions, although they would like to improve on the programs. Their efforts accounted for most of the function in assignment of students to faculty for academic counseling; however, others did a considerable share. Ideally, deans felt that this function should remain as it was.

19. Deans were involved to some extent with the board of trustees. Clearly, they thought that Ideally they should be more involved.

20. The respondents had some responsibilities for budget, although there was disparity among the group. Ideally, they were unified in desiring more responsibility in this area than they have.

21. The most time-consuming task of the deans was counseling with faculty and students. Administrivia consumed a great deal of time. Vital functions of a dean such as budget and recruitment of faculty were relatively less significant in time consumption. Presumably deans did not have much responsibility for these latter functions.

22. Counseling faculty and students was also the most skill-demanding task which the deans performed. Curriculum innovation also ranked high. Surprisingly, general administration or administrivia was considered to demand considerable skill.

23. There were four major areas from which deans received satisfaction: faculty, students, curriculum, and prestige. The counterpart of prestige, service, was also present. In general, the responses commented on the intangible area of human relationships as affording satisfaction.

24. Deans identified four areas of success: an area concerning faculty directly including evaluation, utilization, organization, and development; programs for the non-average student; programs under federal grants; and finally, an area of schedule and/or calendar revision.

25. The greatest obstacle to overcome for a beginning dean was gaining confidence of the faculty. Delineation of responsibilities between the dean and the president was also mentioned. A number of deans struggled with the man-in-the middle role. Several indicated problems with

organization, especially of one's time. Finally, several indicated the dean, himself, as the greatest obstacle.

Conclusions

1. The fact that a large number of deans in this sample were appointed from the faculties of the institutions indicates a probable lack of experience and an in-breeding of educational leadership. This fact plus a general lack of formal preparation indicates a need for universities to develop programs to train deans and other college administrators. An internship ought to be an integral part of such programs.

2. Delineation of responsibilities between deans and presidents ought to be more sharply drawn than seems to be the case. This could make for greater efficiency in the general administration of the college. Care should be taken, however, not to become rigid nor bureaucratic in structure and administrative relationships.

3. Deans need more authority in their relationships with faculty. They need to make recommendations for salaries and salary increases for their faculties. Faculty members tend to relate more strongly to the person who makes such recommendations.

4. Because deans have been chosen, in many cases, from the faculty, they are reluctant to be authoritarian and/or dynamic, reflecting instead the pattern of a positive administrative leader. Due to the severe pressures that are being exerted on the colleges in this sample, the type of leadership that may be demanded of deans will require more force than that which they are presently exerting.

5. Deans are not rewarding their faculties on the basis of merit. Few formally were evaluating their faculties. In the long run, effective faculty will move to more challenging positions, and in many cases, the dean will be left with mediocre faculty.

6. Administrivia is consuming far too much of the dean's time, preventing him from considering, as he should, the ways and means of improving the learning climate for the benefit of the learners. Not only do the deans find themselves overwhelmed by paper work, but also some paper work that they purport to do is not done well. Much of this detail can be delegated to secretaries and clerks.

Recommendations for Further Research

It is recommended that similar studies of the deanship be conducted, focusing on what the faculty perceive the position to be, Actually and Ideally. Faculty should be approached directly by a survey instrument. Although there may be problems in obtaining the cooperation of higher administration, careful planning would make this approach feasible.

In addition, such studies should be conducted from the viewpoint of students and higher administration. Only with these added perceptions can a complete picture of the deanship be obtained.

It is recommended that a study be conducted on the leadership role of the dean. What do faculty, students, and higher administration desire

in the dean? Although there were some items in this study concerning the leadership of the dean, an instrument could be developed that explored concepts of leadership more fully than was done in this study.

It is recommended that a limited number of deanships be studied in depth by visiting the deans and studying their work for two or three days. The expense of such an approach is no small consideration, but the nuances of the deanship that the researcher should be able to obtain would be worthwhile.

Finally, it is recommended that more open-ended questions be included in the instrument. Due to the dissimilarities of deanships it is difficult to structure an instrument that tightly fits most deanships.

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THE JUNIOR COLLEGE—PROBLEMS AND PROPOSALS

Leslie L. Martin

The junior college, an institution of increasing significance in the American educational establishment, has arrived at a crucial point in its historical evolution, particularly in its efforts to establish a valid definition of its future role in meeting the educational needs of millions of Americans, while conserving its unique mission and functions. The importance of the junior college in the area of American higher education can be observed readily through a review of its phenomenal growth. Parker reported that in 1920 there were only 52 junior colleges located in 23 states and having a total combined enrollment of approximately 8000 students.¹

In the half-century following, the number of junior colleges, as reported in the 1971 Junior College Directory, has reached a grand total of more than 1000, with total enrollments exceeding 2,500,000 students. A report by Jennings pointed out that the freshman enrollments in junior colleges in 1960 exceeded those of four-year institutions in the United States.² A recent report indicated that by 1980 more than half of all college students will be enrolled in a junior college, with the majority attending public supported community junior colleges.

The rising importance of the junior college as a major contributor to educational opportunity for increasingly larger numbers of Americans, has brought it into the spotlight of attention, with many critical questions being raised about its role and function in the overall structure of higher education.

An examination of the current status of the junior college indicates clearly that both the private and the public-supported institutions are confronted with serious problems. On the one hand, it is becoming more and more apparent that the private junior college is threatened with extinction, while the public junior college is faced with challenges and demands which it may not be able to meet fully without thorough review and redevelopment of its organization, programs and functions.

The Private Junior College—Problems

The two-year private college with roots deep in tradition is now faced with the possibility that its contribution to the nation's educational program is nearing termination. In the main, the surviving junior colleges most likely will be institutions holding special missions for definitive student populations, to which a highly limited number of individuals will subscribe, but hopefully in sufficient numbers to make possible the continuing desirable diversity in higher education offered by such institutions.

An examination of the critical shift in the fortunes of the private two-year college reveals several forces which have militated against its survival in its historical configurations. Some of the more important of these forces are germane to this consideration.

1. *The Community College.* This state-supported two-year college, ideally located within reasonable commuting distance of populations, has as often as not caused considerable shifts in enrollments from private colleges located in their proximal areas.
2. *The Economic Factor.* As state-supported education has become more and more available at proportionately lower costs to larger numbers of students, paralleled by constantly increasing operational costs and tuition in the private domain, the private junior colleges have been unable to compete for students and have been unable to sustain optimal enrollments essential to survival. Furthermore, as the federal and state governments have appropriated larger volumes of tax dollars for support of public institutions of higher education, there has been a concomitant fall-off in contributions and endowments by individuals and organizations to private institutions. This loss in revenue has had a decidedly detrimental effect upon the financial operations and stability of the private schools.
3. *The Social Revolution.* The dynamically changing social attitudes and commitments of the present college-age generation may have contributed significantly to the decline in enrollments in the private colleges. Large numbers of young people who formerly would have attended a private college, now view such institutions as having only "snob-appeal," a shibboleth which they find anathema to their new social awareness. The configuration of the "prestige" institution no longer attracts the larger populations of undergraduates which once gave it validity as a criterion of selection for attendance. Attendance dynamic, emanating directly from the attitudinal change of young people and affecting their choice of a college, is seen in their insistence that education be made relevant to their world and its social problems. An institution with a single program thrust—the typical two-year liberal arts offering of the private junior college—cannot meet this demand and thereby may lose students. The attitudinal shift has also been observed in youth's acceptance of and participation in organized church and religious activities. Parents report a resistance among their children to the idea of attending a church-related school merely because the parents were graduates of such an institution, or because parents feel that the son's or daughter's attendance at a church-related school is more desirable for the youth's moral and spiritual development than enrollment at a secular institution. This growing resistance may have a bearing on decreasing enrollments in the church-related junior college.
4. *The Limited Curriculum.* As pointed up in the previous section, the single-program institution will have difficulty attracting a variety of students in an age when greater emphasis is being placed on the "vocational preparation" aspect of a college education. Few private two-year colleges have moved meaningfully in this respect, and students seek answers to this need in other type institutions, particularly in the area of two-year terminal programs, which have become one of the major attractive characteristics of the community college.

Undoubtedly other social-economic-philosophical factors have influenced the decline in status of the private junior college; however, in the main, the major causes appear to be encompassed in the four points elaborated above. If the private institution is to survive, it must, of necessity undergo critically re-examination and re-programming in order to justify itself as making continuing worthy contributions to American education.

The Community Junior College—Problems

In the century following the end of the Civil War, three major thrusts have been made to provide implementation of America's commitment to full equality of education for the mass of its citizenry. With the passage of the Morrill Act in 1862, the responsibility and right of the federal government to be involved in public higher education was firmly established. As a result of this legislation, the vast expansion of public-supported institutions begun with the creation of the land-grant colleges and universities.

A significant intent and achievement of the land-grant movement was the development of vocationally oriented programs in the areas of science, agriculture, and the mechanical arts. This concept was in direct contradiction to the traditional belief that higher education was primarily preparation for the professions and for educating the elite in the liberal arts. The infusion of the vocational-preparation ideal into the goals and purposes of higher education in a democracy marked a decided shift in emphasis which has persisted to modern times, and which is of primary importance in the program goals and constructs of the public-supported junior college.

A second major thrust of higher education away from its traditional moorings was the incursion of the federal government into the financing of higher education opportunity for the individual through the various war veteran or G.I. Bill programs. As in the Morrill Act, the principal objective of these programs was to assist the student in developing vocational proficiency and enhanced economic opportunity. Few veterans perceived any goals other than these; and the concept of college-level vocational education became more firmly entrenched in college curricula.

The notion of government scholarships, originally promulgated solely for veterans as a form of appreciation for their service to country and for the "lost year" of self-development and economic opportunity, has now become an integral aspect of the government's responsibility of equalizing educational opportunity for the masses. The question is no longer one of the validity of the idea, but rather what are the most effective and politic means of implementing it. The expansion of programs of educational financial aid to individuals might well have a deleterious effect on the enrollments of the community college, which has as one of its justification stanchions that it provides educational opportunity to the economically-disadvantaged at a place and price suitable to their means.

The third major thrust in the last century to equalize opportunity for advanced education for all citizens is seen in the relatively recent community college movement, which has occurred in some form in all the fifty states of the nation. In a sense the development and expansion of the

community college concept in the 1960's parallels in importance the land-grant college movement of the 1860's. Perhaps this is actually a latter-day extension of the land-grant concept, with the community college emphasizing in a large measure vocationally-oriented programs and making educational opportunity more accessible to larger numbers of citizens.

TABLE 1. TWO-YEAR INSTITUTIONS OF HIGHER EDUCATION, BY TYPE AND ENROLLMENT, UNITED STATES, FALL, 1968

Institutions	Number	Percent	Enrollment*	
			Number, in thousands	Percent
Public community colleges	584	54.6	1,599.5	85.5
Private junior colleges	258	24.0	123.1	6.6
Two-year				
branches of universities	127	11.8	78.7	4.2
Special two-year institutions				
Public	73	6.8	47.0	2.5
Private	30	2.8	22.7	1.2
TOTAL	1,072	100.0	1,871.0	100.0

* Includes all full-time and part-time students.

SOURCE: Estimated by the Carnegie Commission staff from U.S. Office of Education data and other sources. Since it is sometimes difficult to determine whether an institution is, in fact, a two-year institution or to identify it by type, the estimates are subject to a margin of error.

Yet, the community college concept and programs represent a departure from all of America's previous efforts to fulfill its historic educational mission. The vast outlays of funds to construct campus facilities, to employ

TABLE 2. GROWTH OF PUBLIC TWO-YEAR COLLEGES, 1959-69

	Number	Enrollment	Annual Percentage Increase in Enrollment
1959	390	551,760	
1960	405	566,224	2.62
1961	405	644,968	13.90
1962	426	713,334	10.59
1963	422	814,244	14.14
1964	452	912,093	13.12
1965	503	1,152,086	25.07
1966	565	1,316,980	14.31
1967	648	1,528,220	16.03
1968	739	1,810,964	18.50
1969	794	2,051,493	13.28

EDMOND J. GLEAZER, ed. (*American Junior Colleges*, 8th ed., (1971), p. 3.

faculty and staff, and to develop programs attest to the firm faith that citizens and governments have in the efficacy of this uniquely American enterprise, one which has captured the imagination and support of all the major segments of our society.

To find testimony to the phenomenal development of the community college movement, one need only examine the vital statistics of the expansion of institutional facilities, financing, and enrollments.

TABLE 3. ENROLLMENT IN TWO-YEAR INSTITUTIONS OF HIGHER EDUCATION, ACTUAL, 1968, AND PROJECTIONS TO 2000, IN NUMBERS AS A PERCENTAGE OF TOTAL UNDERGRADUATE ENROLLMENT AND TOTAL ENROLLMENT IN HIGHER EDUCATION

Year	Number		Percent of undergraduate enrollment		Percent of total enrollment	
	Projection B	Projection C	B	C	B	C
1968	1,870,000	1,870,000	29	29	25	25
1975	3,560,000	3,110,000	38	33	32	28
1980	4,430,000	3,740,000	41	35	34	28
1985	4,280,000	3,610,000	42	35	33	27
1990	4,380,000	3,690,000	42	35	33	28
1995	5,340,000	4,400,000	44	36	35	29
2000	6,620,000	5,340,000	43	37	36	29

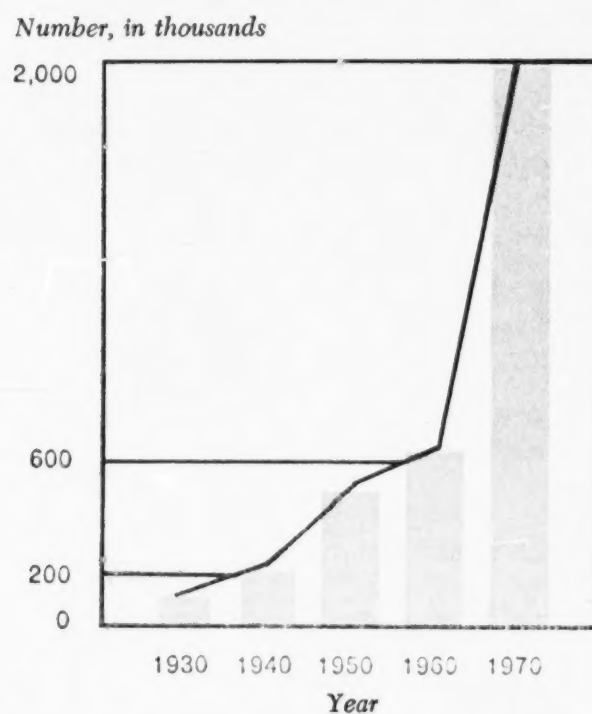
SOURCE: Carnegie Commission on Higher Education.

These data indicate clearly that the community college has become the current favored institution of higher education in our society. However, as in other organizations, rapid expansion in this area has created problems of considerable magnitude, which if not resolved, may diminish the effectiveness of the community college in the achievement of its goals. Furthermore, there are other evolving movements on the dynamically changing higher education scene, which may have a critical impact on the future of these institutions. Many of the problems presently confronting the community colleges have resulted from their rapid expansion and the attempts to achieve almost instant programming to meet the legislated and moral commitments to their various constituencies.

The community junior college has a multidimensional role in relation to its overall objectives. As delineated by Martorana, Blocker et al., and Bushnell, these embrace (1) a two-year basic transfer program in the liberal arts for students planning to complete four-year degree programs; (2) one-, two-, and three-year terminal programs in paraprofessional disciplines for students desiring specific vocational preparation below the four-year degree level; (3) continuing education opportunities for professionals in particular, and adults in general; (4) community relations and

service, which draws upon the resources of the community and in turn provides leadership and resources for community enhancement activities; (5) student and community guidance and counseling services; and (6) remedial or developmental programs in reading, English, and study skills.

CHART 1. ENROLLMENT IN TWO-YEAR COLLEGES,
UNITED STATES, 1930-1970



SOURCE: Adapted from American Council on Education data, with estimated 1970 enrollment.

For Project B it is assumed that 60 percent of the future growth in undergraduate enrollment will be absorbed in the two-year colleges. (This 60 percent figure has been exceeded in four states during the past five-year period.)

For Projection C, it is assumed that the future annual increase in the percentage of undergraduate enrollment in the two-year colleges in each state will be the same as that estimated for each state from data for the past five-year period. According to Projection C, the proportion of undergraduates enrolled in the two-year colleges (including two-year branches of universities) will rise from 29 percent in the United States in 1968 to about 35 percent in 1980.

An examination of the current and developing problems may be directed toward etiological factors inherent in the rapid expansion, the purposes-programs patterns and developments, and the newly-evolving parallel efforts of universities and government agencies to make higher education more accessible to diverse segments of society and more amenable to their needs through media other than the community colleges.

Problems emanating from the rapid expansion of community college facilities, programs and enrollments relate directly to the administration, faculty, finances, and public relations.

Although there have been public-supported two-year colleges in existence for nearly seventy years, the community college concept is a post World War II development. The explosion of the idea into full-blown systems of community colleges in the 1960's placed excessive demands on newly-founded institutions beyond their capacity to perform.

Of prime concern is the fact that there were very few graduate programs to prepare administrators and faculty for the special needs of the community college. Administrators too often were carryovers from directorships of university extension centers or high school principalships and teachers were most often recruited from local high school or regular junior college staffs. The results of this were too often apparent in that the college became an elaborated extension-type facility and its teaching remained at the advanced high school level. Moore spoke of this concern in describing the type of training community college administrators undergo as amounting to on-the-job learning by mistakes.³ He indicated that this trial-and-error learning is expensive and unnecessary.

Unfortunately, with untrained administrators and faculty, there was little possibility that the community college could evolve its unique functions or accomplish its specialized purposes. Martorana pointed this out in referring to some of Medesker's studies that "the record of achievement is spotty and disbalanced," and went on to say, "If it is presumed that the record should be more even and complete, how can research and development in administration help to get the result?"⁴ It is implied here that a major problem in the ongoing development of the community college is the lack of congruency between the quality of leadership and teaching needed and the qualifications of a large segment of the administration and faculty.

Another critical resultant of the rapid expansion has its roots in the unexpected burgeoning enrollment and its effects upon program offerings. Not only did the sheer mass of students impinge upon the operation of the institution, but apparently the majority opted the two-year transfer program as their objective, and forced the institution into an imbalance in program offerings, with the two-year terminal, the adult education, and the community service programs being minimized and neglected.

Significant in this area is the failure of institutions to develop adequate public relations programs and to provide for the public service function of the college. The staffs appear to have been forced by circumstance to devote the major share of their activities to meeting the needs of students in the regular academic programs, to the unfortunate neglect of the public program sector.

Furthermore, it has been indicated that the colleges have not been able to staff adequately to meet the challenge inherent in its fifth objective of providing guidance and counseling services for both students and the

community. As is often the case in higher education generally, student personnel services are the last to be provided for and the first to be cut when financial problems arise. This facet was sharply delineated in a survey by Raines, et al., of student personnel practices in community colleges throughout the nation, which reported that:⁵

1. Three-fourths of the community colleges have inadequate personnel programs.
2. Adequate guidance and counseling is provided in less than one-half of the colleges.
3. Adequate provision of occupational information is extremely rare in community colleges.
4. Coordinative, evaluative, and upgrading functions are the least effectively provided of all functions.
5. Very few community colleges have the resources to serve as community guidance centers.
6. Student personnel directors lack the professional training that would enhance program development.
7. Current staffing patterns are grossly inadequate both quantitatively and qualitatively.

The above discussion leads into the second major problem area, namely the purposes-program imbalances and underdevelopment. As previously indicated, there has been, in many cases, a tendency on the part of the community college to give lip-service to its lofty objectives but to function in a minimal manner program-wise. Often a college which had its origins as an extension center tends to perpetuate extension center philosophy and program, with only a modicum of thrust toward the creation of new programs consonant with its broadened purposes and role.

Conversely, many of the institutions have attempted to replicate the typical four-year institution and have limited their main effort to the transfer component with restriction on terminal programs to an elite few in the paraprofessional area. Some of these institutions appear to have expectations of eventually becoming four-year colleges, thereby failing to develop fully in the community college pattern.

Bushnell elaborated this issue in posing that, "One example of the disparity between goals and actual practice may be seen in the attitudes of those faculty who are oriented toward university transfer programs. Since such faculty members have negative attitudes, the organization of academic departments are along traditional lines. As a result, the occupational training programs have only a secondary emphasis. . ."⁶

Too often the vocationally-oriented terminal programs replicate the offerings of the state's area vocational schools and fail to meet the challenge inherent in this objective by making provision for advanced professional inservice and continuing education opportunities, which are the backbone of the college's community involvement.

Bushnell further pointed up the problem of the college's failure to meet its community obligations saying, "Community services and the extended day program often operate in an auxiliary fashion." Continuing, he postulated that, "Until recently, many programs had little relevance to the community needs or interests. In fact, community needs have tended to be limited to the special interests of middle-class business and professional groups that exist."

In summary of this point, there appears to be a significant gap between the program commitments of the community college, as exhibited in its statement of objectives, and the program implementation which it has accomplished to date.

The third major problem area confronting the community college may be still evolving; and, perhaps, may not emerge in a magnitude of critical importance. However, when one examines the historical premise upon which the movement was based, as set forth by the Carnegie Commission on Higher Education that a comprehensive community college should be within commuting distance of every potential student, one questions its validity in light of newer developing programs which may provide counterforce to the fulfillment of the objectives inherent in this premise. The premise assumes that the community college will be the primary educational opportunity medium for the vast numbers of potential students who are economically disadvantaged, culturally deprived and educationally unprepared to gain admission to and succeed in a four-year institution. Militating against their opportunity for higher educational participation have been the traditional rigid admissions requirements, high cost of obtaining an education away from their home environment, and their inadequate preparation for successful college study.

The community college was designed to assist the student in overcoming these failings, through its location, low cost, open admissions policies, and remediation programs in educational and cultural areas. In light of these considerations community colleges were expanded to meet large enrollment demands and physical facilities and funds were provided on the assumption that, in the main, students in the above categories would enroll in the two year institution initially, rather than seeking admission to the four-year college or university.

However, it is becoming obvious that the federal government, many state governing boards of higher education, and indeed, many major colleges and universities do not hold that the community college should be pre-eminent in programming for and meeting the needs of this large student group. Should other federally-supported or state-directed programs serve to diminish the enrollments and programs of the community colleges, the whole *raison d'être* of these institutions would be vitiated to a point where it would not be feasible for them to fulfill the functions for which they were designed and constructed.

Some areas of threat appear to be arising in both the general governmental and higher education sectors. The expanding federal appropriations

for financial aid to students may result in a disproportionate number of economically disadvantaged students going directly into four-year institutions, thus by-passing the local community college. A second dimension of the problem may result from the new "open admissions" policies of major institutions coupled with their efforts to infuse the historical student body with large numbers of socio-economic-culturally deprived students. As lofty as these purposes may be, extensive utilization of such policies may well result in a critical diminution in the future enrollment of the community colleges.

One singular potential threat to the community college, and parenthetically, perhaps to the four-year college, is the movement characterized as the "external-degree program" or the "college without walls," which will make possible complete college study for a degree away from the physical environment of the campus. If extended to its upper limits, a student could complete a degree program without ever participating in a classroom activity, without ever meeting a professor face-to-face, or without ever sharing in the learning experience with other students. The validity of this idea remains to be tested, but the movement is gaining momentum and favor in many circles.

A combination of the above forces might well militate against the continuing growth and functions of the community college and reduce it to an advanced vocational education center, providing mainly learning experiences requiring the student on-campus participation in clinical and laboratory type learning experiences.

The Private Junior College—Proposals

Cursory examination, alone, leads one to the inevitable conclusion that the prospects for survival of most of the private two-years are dim, indeed. Deeper analysis of the problems contributing to this dilemma reside in three major components: finances, programs and enrollments. Blocker, et al., commented that "the most pervasive problem faced by the private junior colleges is the finding of adequate financial support."⁷

In 1960, Tead described the private institution's contributions to junior college education as: reduced class size, individualized guidance, social education in intimate dormitory living, more homogeneous curricular offerings, and closer association with selected faculty members.⁸ Although these contributions justify the continued existence of this type institution, they in themselves cannot guarantee continued enrollments of a magnitude to insure their survival.

While many educators believe that the private college has served its purpose in its time and should be allowed to fade quietly from the scene as suggested by a report of the Carnegie Commission on Higher Education (1970) which notes that a major barrier to the development of community colleges has been the existence of the competing two-year institutions, and recommends that these competing institutions either broaden their programs, or at least not stand in the way of the community college movement. Others hold that the private institutions should be perpetuated

in order to preserve the value of disparity in educational opportunity, and to help prevent the creation of a federalistic monolithic system of state-controlled higher education.

With the conviction that the private institution should continue to exist, its chances of survival may be enhanced through modification of some of its historical patterns and functions. Proposals in this direction include the following:

1. *Program Diversification.* Although many private two-year institutions offer technical occupational education, the majority have held to their traditional liberal arts transfer curricula. It is proposed that the private undertake to develop vocational technical programs in occupations not requiring a substantial outlay for technical equipment.
2. *Consortium Programs.* The combined use on a consortium basis of the facilities, faculties, and programs among several institutions having similar goals, can enlarge the curriculum offerings and improve the quality of programs for students, in several institutions with little additional expense. Such broadening of opportunities should be expected to attract and hold larger numbers of students in the cooperating colleges.
3. *Selective Student Admissions.* The private college, with its particularized mission became more and more selective in admissions to its student body, until recent years when the decrease in enrollments threatened the college's financial status and therein its survival. However, this type of institution retains its appeal and attraction for a particular type of student. It is suggested that a combination of movements, involving a more "open-door" policy and a selective process based on a study of the characteristics of students the college can best attract, serve and retain, offers an approach which may make for more stable enrollments.
4. *Satellite Status.* Recognizing that many educators, public officials and a segment of the general public find the idea of an admixture of public and private education repugnant, there would be much to gain in both sectors through the strategy of coordinated use of public and private educational facilities and programs in achieving common goals. The public sector could, through the purchase of services and the joint utilization of facilities and faculties effectuate considerable financial savings, especially in the upcoming period of reduced financial outlays from governmental sources. In turn the private institution could extend and improve its curricular offerings, enrich and expand the learning experiences of its students, and continue to make a major contribution to the total educational effort.
5. *Public Funding.* There is valid justification for the provision of public funding of private institutions. Historically, there are many instances which can be cited to support the concept. In fact, a study of early history of higher education reveals that for decades the private institutions carried the major burden of providing higher educational opportunity for the general public. The question here, beyond that of

the constitutional manifest of separation of church and state, resides not in the validity of the idea, but in determining the legal and effective ways of implementing it.

Basically, the prospects of survival of the private junior college do not appear bright; but it is to be hoped that measures may be undertaken by both the private and public sectors to re-examine the historical role and function of these institutions in terms of their present and future contributions, not only to the specific populations they serve but also to the perpetuation of those educational, moral and ethical values, and leadership in the public domain.

The Community Junior College—Proposals

The vast expansion of the public-supported two-year college has raised critical questions as to its appropriate role and function in the total higher educational establishment. On the one hand it is perceived by many as an extension of the public high school and that its offerings should be primarily an extension of that program into the thirteenth and fourteenth years.

At the opposite pole are to be found those educators who would restrict the community college to a satellite position within a state system of higher education, in which the institution would provide entree into traditional college level study at the local level for students who otherwise would not enjoy its benefits because of economic insufficiency.

A third position is assumed by most educators involved directly in the community college movement—a position characterized by a multi-dimensional view of the role and function of such institutions, in that the state has long neglected large segments of the public in the provision of educational opportunities beyond the high school.

It would appear that this third position is the most defensible, although it may be time to circumscribe the programs of these institutions in terms of the six major purposes of the community college and prevent an overindulgence financially and in programming of the concept that the community junior college should be all things to all people demanding higher educational opportunity.

The areas of the community junior college which must be put into focus to insure their effectiveness in fulfilling its mission are becoming more apparent as the college reaches maturity in its programming and evolves into its appropriate place in the total educational firmament. These can best be delineated in terms of the purposes of the institution, and in governance and instructional needs.

1. *The General Education Function.* This area of offerings must be re-designed to be of broader import to all of the students, irrespective of their ultimate academic and vocational goals. Currently the curricular experiences in this area are too often designed for and limited to the needs of the transfer student, in helping him fulfill degree requirements at his transfer institution. Bushnell was highly critical of this area,

stating that "the most glaring gap between goal and practice is in the area of general education."⁹

There is a vital need to expand and provide differential learning experiences in the general education component for students in all three major areas: transfer, terminal and adult continuing programs. A new emphasis is needed in interdisciplinary studies and in providing the student with opportunities to develop broad sets of problem-solving skills. In this way the college can overcome the charge that it is seeking to replicate solely the traditional liberal arts programs of the four-year institution.

2. *The College or University Transfer Function.* This area is at present well established, but too often it is merely an extension of the high school curriculum, rather than college-level experience. Unfortunately, this too often results from the fact that large numbers of the faculty have been recruited from the secondary school area, rather than from programs of teacher preparation at the college level. Students transferring to four-year colleges often find their preparation inadequate to advanced study, as pointed out in the Newman Report to wit: "Though two-thirds (students) choose the transfer program, few enjoy, excel at or persist in academic studies."¹⁸

A new breed of faculty and experimentation in curricular change are needed to make this a valid learning area.

3. *Occupational or Terminal Education Function.* It has been suggested that the technical offerings of the community college have too often duplicated those of trade school and that they were not of college level calibre. More appropriately these programs should be restricted to the paraprofessions with emphasis upon the technical knowledge and skills required of a professional practitioner in each discipline.

The colleges have not met the challenge in this area, apparently choosing to emphasize the liberal arts area as their main responsibility and thrust. A rapid shift in degree of emphasis in programming is highly in order in this function. This premise and need are supported by the Newman Report with emphasis that, "The 2-year institutions are not yet set in concrete, but the molds are being formed. Already, community colleges have been converted in fact and in the public mind from community institutions to 'junior colleges'—kid brother institutions whose interests they serve."¹¹

4. *The Adult and Continuing Education Function.* Currently this is probably the least developed of the institution's programs; and yet it may be the principal area which will decide continuing support or public apathy toward the institution.

Adult education generally, with in-service professional education in particular, was one of the primary justifications given for the establishment of the community college, yet it remains, in the minds of many, the area of lowest priority in program development. Incisive action is

essential to move the college in the achievement of the goals inherent in this function.

5. *The Guidance and Counseling Function.* The total concept of the community college is founded primarily on the principle that it can meet the educational needs of a student body which is highly heterogeneous in abilities, educational preparation, cultural and social backgrounds, learning skills, vocational orientation and economic circumstance. Further, the new awareness of society in giving recognition to the detrimental effects of racial segregation, social and cultural deprivation, and economic impoverishment and in providing funds and programs to negate the effects of these forces on student opportunities has become a cornerstone of the philosophy of the community college. It is difficult to comprehend the failure of the institution to provide adequate guidance and counseling services to both its students and the community it serves. As pointed out by Raines, et al., and re-emphasized by Bushnell, this is a critical weakness which needs remedying, if the college is to meet its fundamental commitment to its basic philosophy and its constituencies.¹²

6. *The Instructional Function.* As pointed out, the typical community college has drawn its faculty mainly from the secondary school area. This is not to say that this faculty member is not likely to provide adequate classroom instruction. However, it is becoming apparent that the role of the community college faculty member is broader than the traditional role of the high school or college classroom teacher. The Newman Report postulates that, "Graduating Ph.D.'s, unable to find jobs in universities and colleges and now moving into the junior college market, will add to the trend toward the conventional academic format."¹³

There is a critical need for special programs of education preparation for community college teachers, whose role encompasses the functions of teaching, student advising, institutional service, community service, and upon occasion research. To fulfill its mission in a qualitative manner, the community college must have available quality faculty members whose personal and professional qualifications are multifaceted and congruent with the multidimensional role they must assume.

This, of course, points up the need for universities to continue to develop such preparation programs, and of equal importance, for the community college to seek faculty prepared through such programs or make provision for current faculty to have inservice education in this dimension available.

7. *The Governance Function.* It has been said that the governance and administration of the community college has not been professionalized to insure adequacy. Critical review of the state-level governance and the institutional-level administration is long overdue and should be

instigated soon if the evolving roles of the community college systems and individual colleges are to be clearly defined and accepted.

Further, there is a critical need to establish nation-wide guidelines, policies and organizational patterns so that there remains little doubt as to the valid and appropriate position of the community college system and its units in the total structure of higher education.

Also germane here, is the need for professional preparation programs to prepare administrators of community colleges for their unique roles in these unique institutions. This special breed of institution needs a special breed of administrator at all levels to provide the complex leadership essential to the achievement of the institution's and the system's objectives.

This overview has sought to point up some of the dimensions of the critical problems confronting the junior college today and to postulate some possibilities for the future of these institutions, on the one-hand to help insure the survival of the private junior college and on the other to promote the fullest development of the dynamically-emerging public community junior college as a significant new force in higher education. By so doing, we may more fully meet our historic ideal of providing educational opportunity to all citizens, irrespective of their conditions of birth, ethnic origin, economic circumstance, social status, race, color and creed.

Footnotes

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